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Improving Parks and Recreation Management

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Improving Parks and Recreation Nantucket, MA

An Interactive Qualifying Project submitted to the Faculty of WORCESTER POLYTECHNIC INSTITUTE in partial fulfilment of the requirements for the degree of Bachelor of Science by:

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December 12, 2017

Submitted to:

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This report represents the work of WPI undergraduate students submitted to the faculty as evidence of completion of a degree requirement. WPI routinely publishes these reports on its website without editorial or peer review. For more information about the projects program at WPI, please see <http://www.wpi.edu/academics/ugradstudies/project-learning.html>.

Abstract:

The management of parks and recreation on Nantucket has evolved in an ad hoc fashion leading to unclear lines of authority. This project, in collaboration with the Nantucket, MA Town Manager's Office, conducted a holistic review of Nantucket parks and recreation management. We reviewed town records and interviewed stakeholders to clarify the history and roles and responsibilities related to parks and recreation. We developed a comprehensive inventory of facilities, an online interactive map, and a historical timeline to assist parks and recreation facilitators. We conclude that the end users of parks and recreation facilities are generally satisfied, but recommend several ways to improve parks and recreation management and overall collaboration.



Acknowledgments

We would like to acknowledge several individuals for their contributions to this project, including:

Our sponsor, the Nantucket Town Manager's Office, along with our sponsor liaisons Gregg Tivnan, Assistant Town Manager, and Janet Schulte, Director of Nantucket Culture and Tourism. Without them, we would not have had a project. Their overall guidance and insight into Nantucket's political and cultural system was essential to our work.

Our advisors Dominic Golding and Richard Vaz for providing essential feedback and guidance through the entire process of this project, for providing us with various opportunities to make the most of our time here, and for helping us to improve our professional skills.

Everyone we interviewed for graciously taking time out of their busy schedules to talk with us. Their contributions extended beyond interviews into providing key documentation.

ReMain Nantucket for offering a warm welcome to Nantucket and providing us with a workspace throughout the term.

The Town Clerk's office for allowing us to use their archives and space for research as well as their active participation in the search for certain documents.

Carlisle Jensen for allowing us to build off her previous work on the Parks and Recreation Commission manual.

The Maria Mitchell Association and Young's Bike Shop for their generosity in housing and transportation.

The Nantucket Shipwreck and Lifesaving Museum for opening its doors just for our group and providing an afternoon of fascinating stories and information.

The Goddard and Delphos families for welcoming us into their homes and providing both delicious meals and great company.



Executive Summary

Nationally there is a high level of support among town officials and members of the public for parks and recreation services. According to the National Recreation and Parks Association (NRPA), 99% of town officials say that communities benefit directly from Parks and Recreation, yet parks and recreation budgets are often first to be cut (NRPA, 2017).

Like other municipalities, the Town of Nantucket struggles to adequately support its many parks, recreational facilities, and beaches. The influx in population during the summer months poses even more challenges in providing sufficient maintenance and programming for both tourists and residents. Budget cuts in 2011 caused the town to dissolve its Parks and Recreation Department, moving most of its operations and daily maintenance responsibilities to the Nantucket Department of Public Works. Other municipal departments and quasi-government entities control management and programming of the town's parks and recreational facilities. Management has become inordinately complicated as roles and responsibilities have been divided among these different entities, while communication and collaboration between them is often confused. The lack of clarity concerning management roles is compounded by the absence of a complete and comprehensive inventory of properties.

In light of these challenges, the goal of our project was to recommend how Nantucket's parks and recreation management should be modified. In order to accomplish this goal we identified four objectives. We:

1. Identified best practices in the management of parks and recreational facilities in similar communities;
2. Developed a historical timeline and interactive map of public parks, beaches, and recreational facilities in Nantucket;
3. Evaluated the roles and responsibilities of the Parks and Recreation Commission and other entities involved in parks and recreation management; and,
4. Reviewed the Parks and Recreation Commission's current guiding legislation, mission, and procedures.

Our primary methods involved in-depth, semi-structured interviews with representatives of the entities responsible for parks and recreation facilities and other key stakeholders, along with



archival research into town records and legislation. We present the findings of our research in six areas.

Nantucket Parks and Recreation History

The Nantucket Parks and Recreation Commission was established at the 1960 Annual Town Meeting, but was eliminated when the Town created a Board of Public Works and gave it the powers of a parks commission in 1965. A 1987 Annual Town Meeting reestablished the Parks and Recreation Commission. A Parks and Recreation Department formed within the following two years, and the two acted as one entity.

In 2011, the Parks and Recreation Department was absorbed into the Department of Public Works in an effort to streamline government and cut costs, at which point the DPW assumed all responsibilities formerly held by the Parks and Recreation Department. The Nantucket Community School and the Department of Culture and Tourism later assumed responsibility for recreation programming, while lifeguards and special events permitting were moved to the Harbormaster and Licensing Office, respectively.

Maintenance Responsibilities

The current director of the Nantucket Department of Public Works, Robert McNeil, indicated his desire to keep current parks and recreation maintenance responsibilities within the DPW. Given the current state of many parks and recreational facilities, he advocates the town develop a Master Plan for the systematic renovation and maintenance of the town's parks and recreational facilities.

Roles and Responsibilities of the Parks and Recreation Commission

The roles and responsibilities of the Commission are inadequately and incompletely specified in the enabling legislation. The Parks and Recreation Commission was established in the 1987 Annual Town Meeting, although no clear guidance was developed at that time to indicate the precise roles and responsibilities of the Commission and no charter or specific guidelines have been set for the Commission in the last 30 years. Both the current chair and vice chair of the Parks and Recreation Commission received no documentation regarding their roles as commissioners when appointed. According to the Town of Nantucket Boards, Commissions, and Committees Handbook, the purpose of advisory commissions is to present recommendations to



the Board of Selectmen without any independent authority of their own. Thus, the Commission should be focused on making recommendations rather than policies, yet we could find no record of the Commission submitting such recommendations for consideration.

Parks and Recreation Communication and Documentation

The management of parks and recreation in Nantucket is hampered by limited communication and collaboration among parties and inadequate documentation of agreements between the Town of Nantucket, conservation organizations, and quasi-governmental agencies. Issues can arise when two abutting properties are owned by different groups but are considered the same facility. Maintaining appropriate documentation of agreement is an ongoing problem. For example, lease agreements and MOUs are not always renewed in a timely fashion, while other agreements are not documented at all.

Nantucket's Extensive Recreation Programming Network

Currently, recreation programming responsibilities are dispersed amongst several entities. The Nantucket Community School is currently responsible for all recreation programming on Nobadeer Fields, Delta Fields, Tom Nevers Park, the Jetties Beach Tennis Courts, and Winter Park. Meanwhile, community recreation programming at Children's Beach and Jetties Beach is under the Department of Culture and Tourism, along with the town's annual 4th of July fireworks display. Regardless of the parties responsible for recreation programming of public land, all special events permitting is done by the Licensing Office. The Licensing Agent holds regular meetings with representatives from involved parties to discuss and approve Special Event Applications. The Parks and Recreation Commission has assumed authority of some properties over time on the basis of past practice. Its role has become one of event and program approval despite the Licensing Office's involvement, creating redundancy.

Private Citizen Efforts for Parks and Recreation Improvements

We found that private citizen efforts for parks and recreation improvement and beautification are emerging. Community members have started a work group to discuss the redevelopment of Tom Nevers Park. Parks and Recreation commissioner Cheryl Emery, independent from the Commission, had a site analysis done and started a public interest survey of Tom Nevers. In an effort to fund parks and recreation projects, community members Cheryl Emery, Jesse Dutra, Emily Osgood, Rich Turer and Dylan Wallace have filed with the IRS for a 501(c)(3) named



Nantucket Community Park and Recreation. Other citizens envision a parks and recreation conservancy.

Conclusion and Recommendations

The Parks and Recreation Commission needs more direction and clear guidelines on commissioners' roles and responsibilities. We recommend that the Town:

- Reevaluate and clarify the role and functions of the Parks and Recreation Commission;
- Draft a new mission statement for the Parks and Recreation Commission; and,
- Complete the Parks and Recreational Manual started by Carlisle Jensen.

The Town of Nantucket designates the Parks and Recreation Commission as an advisory commission and all of the legislation from the Nantucket Town Code defines the Commission's authority within these constraints. However, Chapter 45 of Massachusetts General Law under which the Parks and Recreation Commission was established gives Park Commissions much more power and authority than the Town gives to advisory commissions. Therefore, the Commission can only logically follow one set of rules, not both. Given these direct conflicts, it is not possible at present to deliver a comprehensive set of rules or regulations without making decisions favoring one set of laws over the other. Therefore, we recommend that the Town Manager's Office first seek clarification from town counsel on the legal ramifications and the preferred direction vis-à-vis the Parks and Recreation Commission before continuing the manual so that the Town can make the appropriate decisions to reconcile the two conflicting sets of laws.

There is no accurate, updated inventory of all of the parks and recreation facilities on the island. We recommend that the Town:

- Utilize the Beaches, Parks, and Recreation Map that we created to provide an interactive map for citizens, tourists, and government officials. This map provides ownership, recreation contact and public accommodations for each facility;
- Embed the Beaches, Parks, and Recreation Map we provided in the Town of Nantucket's Website on the Parks and Recreation webpage;
- Update the Beaches, Parks, and Recreation map as inventory changes; and,
- Update and publish an Open Space Report in accordance with MA state guidelines; this is vital when applying for both grants and state funding.



There is inadequate documentation of agreements between the Town and other entities. Many of the agreements that keep parks and recreation on Nantucket functioning are unspoken or undocumented. We recommend that the Town:

- Legally document all agreements between different parties related to parks and recreation management, programming, and land use; and,
- Update documented agreements by reevaluating them before they expire and renewing documentation in a timely manner.

The DPW is adequately performing maintenance and upkeep of all of the Town's parks and recreational facilities, but there are no long-term plans for parks and recreation facility updates and renovations. We recommend that the Town:

- Allocate funding to create a Master Plan for future projects and management at all parks and recreation facilities, covering both facility and strategic planning. We recommend that this Master Plan incorporate:
 - Consideration of future users of parks and recreation facilities into the Master Plan in order to accommodate expanding recreation programming needs;
 - Consideration of future maintenance needs as lands age and change; and,
 - Detailed phase planning to aid in securing funding for future projects.



Authorship

Our writing approach for this paper was collaborative. When composing first drafts of each chapter, we divided authorship so that each team member wrote a section. After each section was drafted within the chapter, the team edited the entire document together. For subsequent drafts, the group edited together and on many occasions pieces originally written by multiple individuals combined under the same section. For this reason, identifying primary authorship or editorial work is difficult for many sections.



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2.2 Parks and Recreation in Comparable Beach Communities	Jessica	
2.3 Nantucket Conservation Land	John	
2.4 Nantucket Parks and Recreation Management	John	
2.5 Facility Inventory and Land Usage	Brianna & Jocelyn	
2.6 Background Conclusion	all	
3. Methods (introduction)	all	
3.1 Review of Best Practices	Jessica	
3.2 Development of an Inventory of Facilities and Historical Timeline	John	
3.3 Examination of Management Roles and Responsibilities	Brianna	Jocelyn & John
3.4 Review of Commission's Guiding Legislation	all	
3.5 Limitations of Research Approaches	all	
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1.Introduction

Nationally there is a high level of support among town officials and members of the public for parks and recreational facilities and programs. In 2017, the National Recreation and Parks Association (NRPA) found that 99% of town officials say that their communities benefit directly from Parks and Recreation. Despite this support, parks and recreational budgets are often the first to be cut in times of hardship (NRPA, 2017).

Like other municipalities, the Town of Nantucket struggles to maintain its many parks, recreational facilities, and beaches in good condition with the resources available. Due to the influx in population during the summer months, Nantucket faces even more challenges in maintenance and programming for these facilities than do non-resort communities. Despite the important role that parks and recreation play on Nantucket, budget cuts in 2011 caused the town to dissolve its Parks and Recreation Department, moving most of its operations and daily maintenance responsibilities to the Nantucket Department of Public Works. According to its mission statement, “the Nantucket Parks and Recreation Commission is responsible for making parks and recreation-related policies and recommendations to the Board of Selectmen on various related projects and programs at designated properties” (nantucket-ma.gov). Other municipal departments and quasi-government entities (such as the Land Bank) maintain control, or partial control, of all of the town’s parks and recreational facilities. This separation of power has created a lack of communication and collaboration in the management of parks and recreational facilities and programs. Management has become inordinately complicated as roles and responsibilities have been divided among different entities. The lack of clarity concerning management roles and responsibilities is compounded by the absence of a complete and comprehensive inventory of parks and recreational facilities.

In light of these challenges, the goal of our project was to recommend how Nantucket's parks and recreation management should be modified. In order to accomplish this goal we identified five objectives. We:

1. Identified best practices in the management of parks and recreational facilities in similar communities;



2. Developed a historical timeline, inventory, and interactive map of public parks, beaches, and recreational facilities in Nantucket;
3. Evaluated the roles and responsibilities of the Parks and Recreation Commission and other entities involved in parks and recreation management; and,
4. Reviewed the Parks and Recreation Commission's current guiding legislation, mission, and procedures;

Through interviews with representatives of the entities responsible for parks and recreation facilities and research into town records, we were able to establish suggestions for management of parks and recreation in Nantucket as well as develop a full history, inventory, and map of all facilities and parties involved.



2. Background

We begin by discussing the importance of parks and recreation in all communities, regardless of geography, demographics, or local government. We further discuss the state of parks and recreation throughout the country and the difficulties that many local parks and recreation departments face competing for resources with other municipal departments (Section 2.1). In Section 2.2 we make a comparison between other municipalities in the northeast United States that are similar to Nantucket in a variety of factors spanning location, population and seasonal population change, wealth, and size. For Sections 2.3 and 2.4, we present an overview of Nantucket's parks and recreation facilities and the challenges the town faces in maintenance and management.

2.1 National Parks and Recreation

Parks and recreational facilities play an important role in communities throughout the United States. Parks and recreational facilities promote health and an enhanced quality of life, and can provide a place for people of all ages to be active, at minimal cost to participants and local government (Godbey, 2010). Parks and recreational resources are essential parts of communities, especially those that rely heavily on tourism as a source of income. In coastal towns, many targeted activities revolve around parks, recreational facilities, and beaches, making these facilities a central aspect of the tourism industry in these communities. In 2017, the NRPA found that 90% of citizens think that the provision of adequate parks and recreational opportunities is an important municipal service, and that 60% of citizens had visited a local park or recreational facility in the month prior to the survey (NRPA, 2017).

Although parks and recreation have a positive impact on residents and tourists, underfunding is a persistent problem. Parks and recreational facilities receive less than 50% of the funding required to maintain them in a safe and usable condition according to the American Society of Civil Engineers (Godbey et al, 2010), even though 83% of town officials across the nation believe that spending on parks and recreation is worth the investment (NRPA, 2017). The American public appears to agree, with 92% saying that their communities benefit directly from parks (NRPA, 2017).



Despite this consensus, the budgets for parks and recreation are often the first to be cut in times of financial strain. The NRPA found that when given an increase in town revenues, local officials would allocate over 14% of extra funds to parks and recreation, making it the fourth largest recipient of those funds (NRPA, 2017). Conversely, these same officials when faced with decreased town spending would cut spending on parks first and most severely (Local Officials' Perceptions of Parks and Recreation, NRPA).

2.2 Parks and Recreation in Comparable Beach Communities

Many communities in New England struggle to fund their Parks and Recreation Departments sufficiently, which is a particular problem in resort communities because they must build and maintain facilities while offering programming that caters to the large influx of visitors during the tourist season. On Block Island in Rhode Island, for example, it took five years of requests from both residents and local officials before the Town Council approved the addition of an assistant position within the Recreation Department (Block Island Times, 2015). Block Island's Recreation Board first recommended adding the position in 2011, but proponents were met with resistance even though the revenue generated from the position would almost entirely pay for the added expenditures, causing an overall budget increase of only \$2,829 (Block Island Times, 2015). Many towns struggle to maintain parks and recreation facilities and budgets, and some towns like Nantucket and Tisbury, Massachusetts have dissolved their Parks and Recreation Departments and placed overall management and maintenance roles for parks and recreation with the DPW. The Tisbury Department of Public Works has seen an operational budget increase of over \$275,000 from the 2016 fiscal year to the 2017 fiscal year in part as a response to these new duties (Town of Tisbury, 2016). Meanwhile, Nantucket's Department of Public Works actually saw a decrease in funding for operations from the 2011 fiscal year to the 2012 fiscal year (Town of Nantucket, 2015), during which time the department absorbed the maintenance responsibilities formerly held by the Parks and Recreation Department.

Many towns in New England and beyond are still funding and maintaining their Parks and Recreation Departments while dealing with the pressures faced by most local governments. For example, Table 1 shows a selection of coastal towns that are similar to Nantucket in size, population, household income, and operating budgets for the 2017 fiscal year, along with each



town's parks and recreation budget, if applicable. The value for Nantucket's parks and recreation budget is a gross underestimate, however, since it includes only the budget for the Parks and Recreation Commission's revolving fund and does not include funds given to the Department of Culture and Tourism, Department of Public Works, or other departments with parks and recreation responsibilities, since these numbers were not accessible to us.

The median percentage of a town's overall budget allocated to parks and recreation out of the six municipalities shown that do have a Parks and Recreation Department was 1.20%, with a mean of 1.76%. The lowest portion of an overall budget spent on parks and recreation was in Provincetown, where only 0.729% of its budget is allocated toward its Recreation Department. For comparison, if Nantucket spent the mean percentage of 1.76% of its town budget on parks and recreation, that would amount to \$1.34 million. Even if Nantucket followed the example of Provincetown and allocated only 0.729% of its town budget toward parks and recreation, that funding would still exceed \$500,000, an amount which is greater than the cost of running a Parks and Recreation department in any of the comparable towns shown with fewer than 20,000 year-round residents (Table 1).



Table 1: Demographic and Town Financial Comparison Among Eight Coastal Northeast

Town	Area (square miles)	Year-Round Population	Median Household Income	Town Operating Budget	Parks and Recreation Budget	Per Capita Expenses	Percentage of Total Budget
Nantucket, MA	44.97	11,008	\$84,057	\$75,890,799	\$45,500*	\$6,894	0.06
Provincetown, MA	17.5	2,942	\$36,958	\$24,934,236	\$181,782	\$8,475	0.73
Tisbury, MA	19.1	3,949	\$42,180	\$25,478,439	N/A	\$6,452	N/A
Edgartown, MA	122.7	4,067	\$60,714	\$33,536,847	\$383,361	\$8,246	1.14
Bar Harbor, ME	63.11	5,235	\$46,812	\$18,805,822	\$239,154	\$3,592	1.27
Kennebunkport, ME	18.6	3,474	\$74,167	\$7,885,670	\$357,583	\$2,270	4.53
East Hampton, NY	70	21,457	\$81,715	\$75,015,310	\$1,456,165	\$3,496	1.94
Old Orchard Beach, ME	22.53	8,624	\$44,205	\$28,844,816	\$282,219	\$3,345	0.98
* = based on the FY2017 P&R Commission Budget							

Municipalities

(Fiscal 2017 Operating Budget, Town of Tisbury; Schedule of Appropriations for the 2017 Fiscal Year, Town of Edgartown; Combined Fiscal Years Adopted Budgets, Town of Kennebunkport; Town of East Hampton, “Demographics”; Town of Provincetown FY 2017 Budget Request; Town of Old Orchard Beach Adopted Budget Fiscal Year 2017; FY17 Budget - General Fund Expenses, Town of Bar Harbor; U.S. Census Bureau)

These same resort towns are also reporting increased budgets for their Parks and Recreation Departments from year to year, while town budgets are also increasing. Figure 1 gives a visual representation of the consistently increasing yearly budgets among the six towns of Martha’s Vineyard from the 2006 fiscal year to the 2016 fiscal year. Edgartown, the municipality with the highest annual town budget on Martha’s Vineyard (Figure 1), experienced an increase in town budget of over \$1.4 million from the 2016 fiscal year to the 2017 fiscal year, matched by an increase in parks budgeting by nearly \$21,000 (Schedule of Appropriations for the 2017 Fiscal Year, Town of Edgartown). Even Kennebunkport, a small resort town in southern Maine with an overall town budget of less than \$8 million, increased its Recreation Department’s budget by over \$17,000 between the 2016 and 2017 fiscal years (Combined Fiscal Years Adopted Budgets, Town of Kennebunkport).



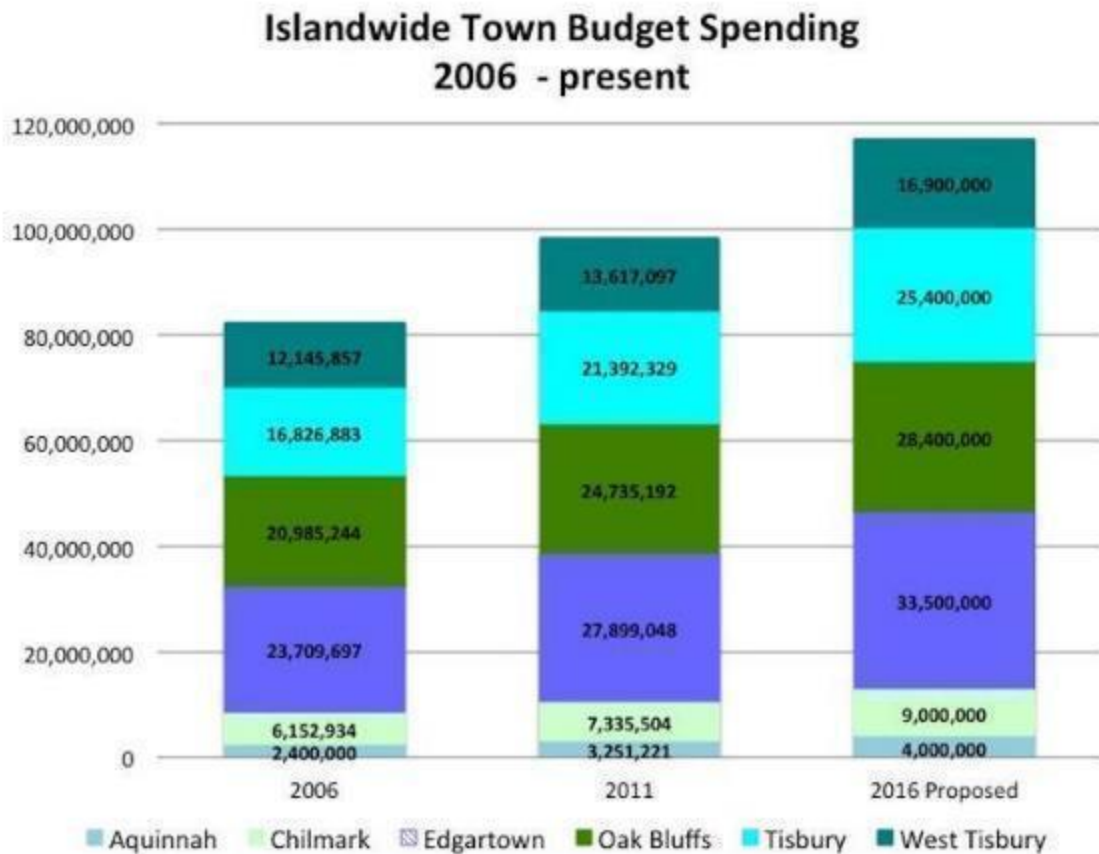


Figure 1: Town Budgets on Martha's Vineyard, FY 2006 - 2016

(Wells, J., 2016, p.1.)

2.3 Nantucket Conservation Land

Nantucket is home to numerous conservation and quasi-governmental organizations with a mission to protect delicate land. These organizations include the Nantucket Islands Land Bank, the Nantucket Conservation Foundation, the Nantucket Land Trust, the Massachusetts Audubon Society, the Linda Loring Nature Foundation and the Madaquet Land Trust. These organizations have a variety of missions related to preservation and protection of land and natural resources. As stated on the Land Bank website, "The Nantucket Islands Land Bank is a land conservation program created to acquire, hold, and manage important open spaces and endangered landscapes for the use and enjoyment of the general public" (Land Bank, 2017). Meanwhile, the mission of The Nantucket Conservation Foundation is to assist in the preservation of Nantucket's character

by permanently conserving, maintaining and managing natural areas and habitats and encouraging an appreciation of and interest in the island's natural resources (Nantucket Conservation Foundation). The conservation lands owned by these groups make up over 50% of the island, but they are not synonymous with the town parks and recreational facilities that are the focus of this research (Figure 2).

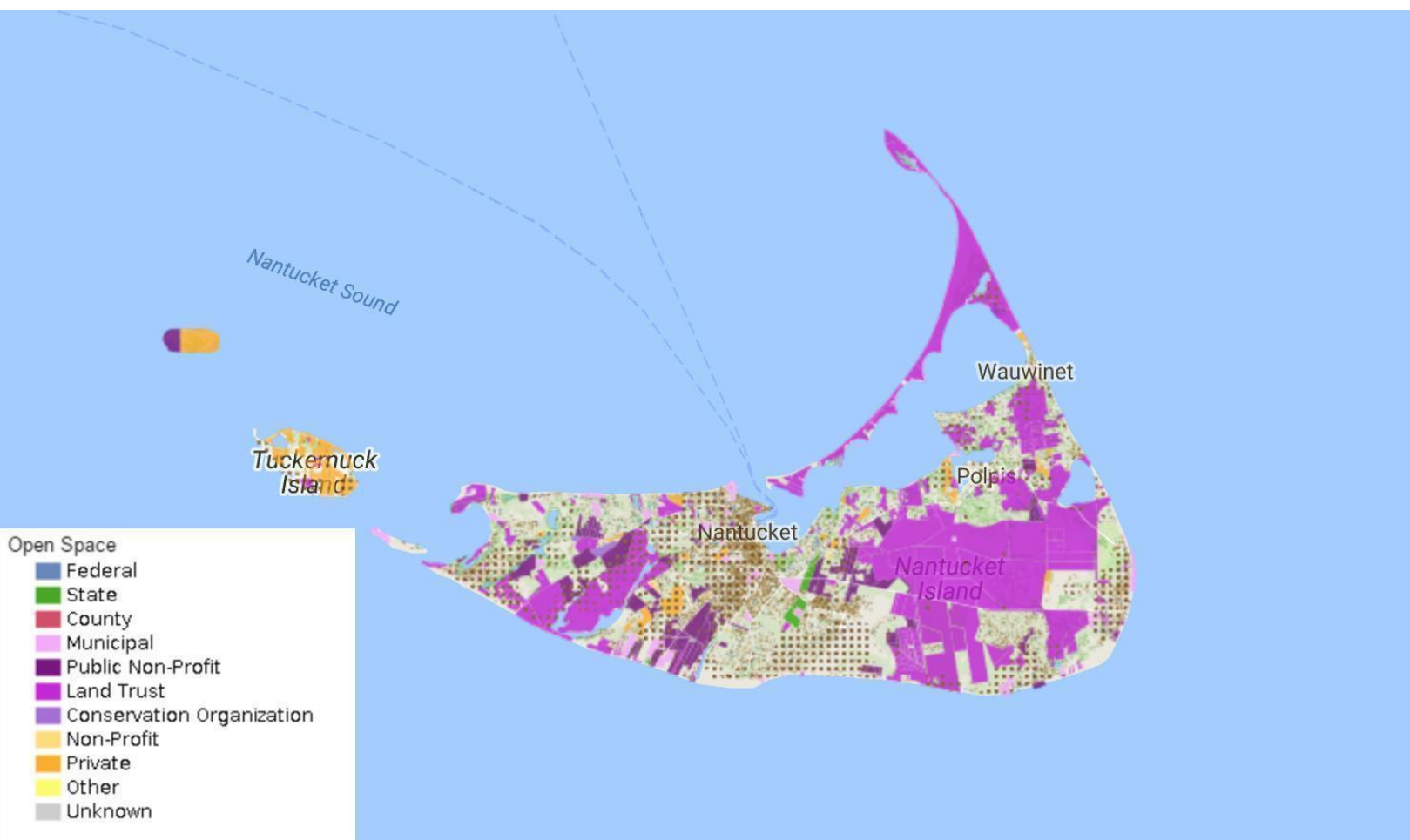


Figure 2: Conservation Lands on Nantucket According to GIS
(Porter, 2017)

2.4 Nantucket Parks and Recreation Management

One of the major concerns for parks and recreation on Nantucket lies in the organization of land management. In an effort to create more oversight of the Parks and Recreation Department, the



Town of Nantucket established a Parks and Recreation Commission. However, the town ultimately disbanded the Parks and Recreation Department in 2011 in response to budget shortfalls and distributed the department's responsibilities amongst several other local governmental bodies. Most of the maintenance duties were transferred to the DPW and most of the programming responsibilities now reside with the Community School. The Parks and Recreation Commission, which was created in 1987, remained after the Parks and Recreation Department was dissolved.

Nantucket's Parks and Recreation Commission was established in Act A301-10 1987 of the Nantucket Code, which states that "there is hereby established in the Town of Nantucket a Park and Recreation Commission having the powers and duties of a park commission under the provisions of Chapter 45 of the General Laws." The Parks and Recreation Commission has a revolving fund in the Town of Nantucket Treasury, which has been utilized for projects like the Jetties Beach playground, though the Commission is not actually permitted to spend funds.

The Parks and Recreation Commission makes "parks and recreation-related policies and recommendations to the Board of Selectmen on various related projects, programs, activities and initiatives" (Park & Recreation Commission, 2017). The Commission also approves permits for special events and activities at a small number of facilities.

The Parks and Recreation Commission is made up of volunteers who meet monthly but are not always intimately familiar with the roles, responsibilities, policies, and activities of other organizations charged with the maintenance and programming at Nantucket parks and recreational facilities. This creates a disconnection between proposed policy and action.

Prior to its dissolution in Fiscal Year (FY) 2012, the Parks and Recreation Department controlled all municipal aspects of event planning and maintenance of the parks and recreational facilities. Following the Parks and Recreation Department's dissolution, the Department of Public Works (DPW) took over all maintenance responsibilities for parks and recreation facilities (Nantucket FY2013 Annual Report).



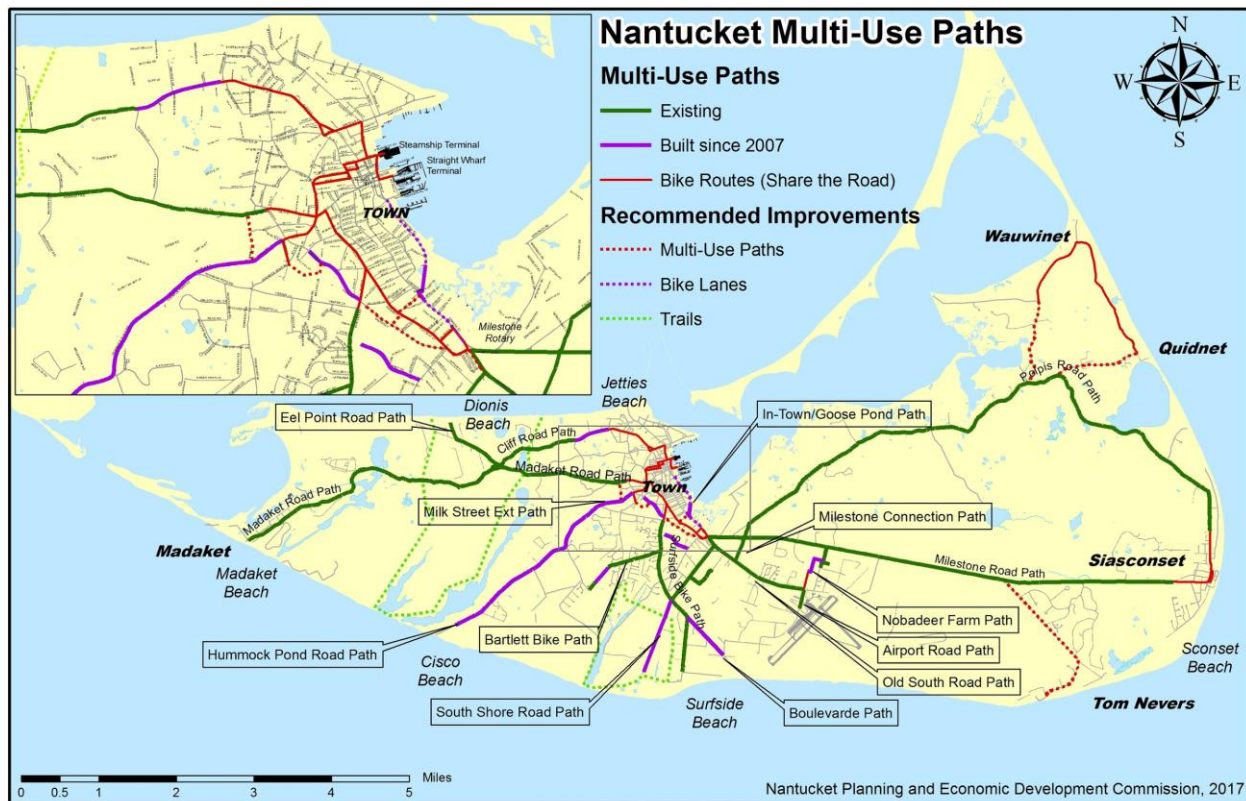


Figure 3: Nantucket Bikes Paths

DPW operations regularly include road, drainage and public facilities and other duties such as maintaining Nantucket's 33 miles of bike paths, as seen in Figure 3. The Department of Public Works was tasked with additional park and recreation maintenance. Additionally, recreational programming and some annual town events were under the DPW oversight until these responsibilities were redistributed among other entities beginning in 2013.

Maintenance of town managed parks is still under the control of the Nantucket Department of Public Works. However, many of the town's parks and beaches are separately owned or managed, as mentioned previously. Some of these lands are co-owned which confuses the boundaries of each organization's responsibilities. Additionally, some of the organizations have agreements with one another for certain lands, which entangles private and public entities and increases the difficulty of identifying the party or parties responsible for each property.

2.5 Facility Inventory and Land Usage

As a result of this complex history and the large number of involved parties, the roles and responsibilities for parks and recreational facilities on the island have become confused. Not only is management decentralized, but information regarding the ownership and management of parks and recreational parcels is also decentralized. No single authoritative inventory clearly identifies all of Nantucket's parks and recreation facilities, management responsibilities, property ownership, and operational agreements between agencies and organizations. The 2007 Town of Nantucket Open Space and Recreation Plan at first indicates on page 157 that 135 acres are under park and recreation management authority. Conversely, page 171 of the Open Space Plan¹ claims that "17 parcels totaling 82.85 acres are under park and recreation management authority, though there are undoubtedly more lands in town that are at least partially managed by the Parks and Recreation Department" (Nantucket Planning and Economic Development Commission, 2007, p. 171).

The Nantucket Beaches and Parks Map (Figure 4) is intended as a resource for visitors before arrival, since there are no other electronic maps available that identify which parks and beaches are accessible to the public. This is not a comprehensive listing of town beaches and parks, however. The Beaches and Parks Map lists 22 beaches, while the 2007 Open Space Plan lists an additional five solely under the town's authority, for a total of 27 public beaches (Table 2). The discrepancies between the Parks and Beaches Map and the Open Space Plan illustrates again the inconsistency in official documentation of parks and recreational resources.

¹ The Open Space Report (see Table 2) often identifies the Parks and Recreation Department as the primary party responsible for the maintenance and operation because the Plan was developed prior to the dissolution of the Parks and Recreation Department.



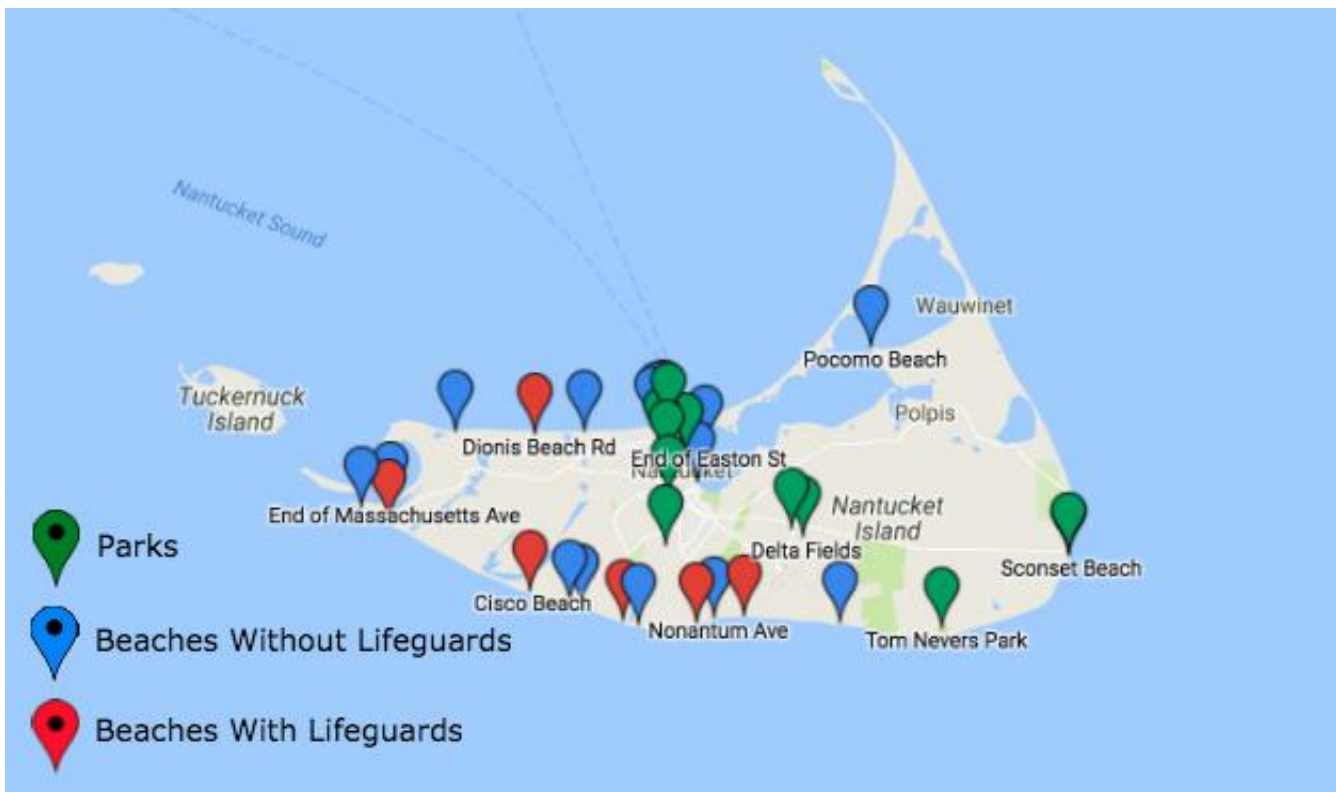


Figure 4: Parks and Beaches Map of Nantucket

(<http://www.nantucket-ma.gov/673/Beaches-Parks>)

Adding to the difficulties regarding land ownership is the amount of recreational land the island has in comparison to national averages. The NRPA reports a national median of 9.6 acres of parks and recreational facilities per 10,000 residents. With 11,000 year-round residents this would suggest Nantucket should have 10.6 acres of land devoted to parks and recreation (NRPA, 2017). The amount of cataloged land is almost 8 times the median at 82.85, or 14 times the median if one uses the other official estimate of 135 acres. This illustrates that Nantucket has proportionately much more recreational land to maintain than other towns throughout the nation, which exacerbates the issues surrounding land ownership and management that already exist on the island.

2.6 Background Conclusion

Overall, Nantucket's management and oversight for its parks and recreational facilities is disjointed and confusing. Lack of collaboration, sporadic communication and unknown

responsibilities between conservation societies, quasi-governmental organizations, and municipal departments creates confusion within parks and recreation oversight. This is illustrated by a lack of a single inventory of all parks and recreational facilities with listed ownership and contact resources. Our mission was to use the information available to delve further into this multifaceted issue to develop an accurate depiction of Nantucket's current parks and recreation system and make suggestions for improvements.



3. Methods

The goal of our project was to recommend how the Nantucket parks and recreation management roles and responsibilities should be modified to improve management and oversight. In order to accomplish this main goal we identified five objectives. We:

1. Identified best practices in the management of parks and recreational facilities in similar communities;
2. Developed a historical timeline, inventory, and interactive map of public parks, beaches, and recreational facilities in Nantucket;
3. Evaluated the roles and responsibilities of the Parks and Recreation Commission and other entities involved in parks and recreation management; and,
4. Reviewed the Parks and Recreation Commission's current guiding legislation, mission, and procedures.

Our primary methods involved archival research (including reviews of current databases, land records, planning documents, committee meeting minutes, etc.) and interviews with stakeholders and key informants. Figure 5 provides a visual representation of the task breakdown for each project objective.



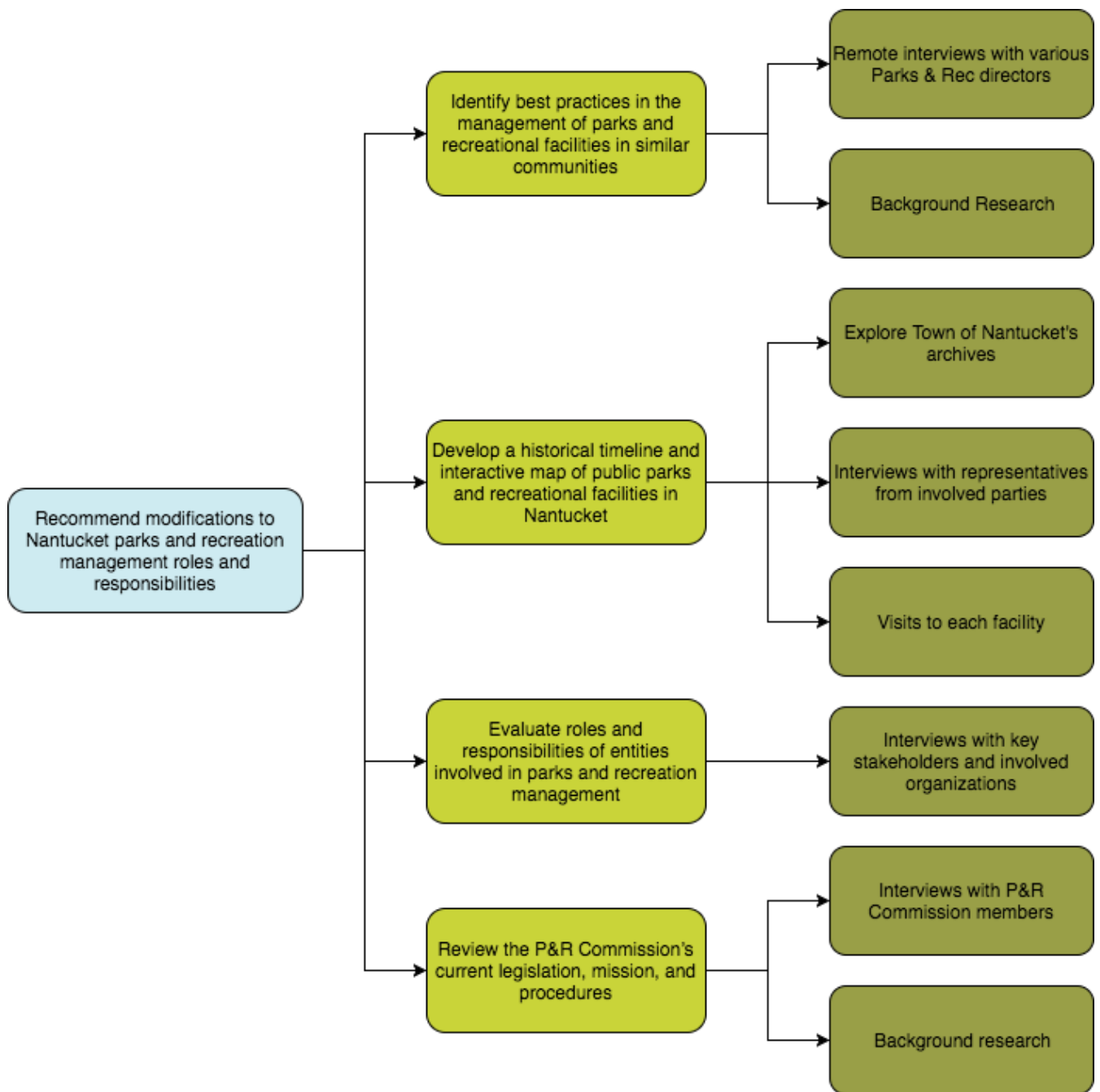


Figure 5: Project Flow Chart

3.1 Review of Best Practices

In reviewing best practices of parks and recreation management, we wanted to know:

- How do similar communities manage parks and recreation?
- How is budgeting done for parks in those communities?
- How does the National Parks and Recreation Association (NRPA) suggest parks and recreation be managed?

We explored best practices in parks and recreation management in other towns similar to Nantucket. We supplemented the background research presented above with in-depth, semi-structured interviews with heads of the Parks and Recreation Departments in other selected communities.

We identified coastal towns in the northeast United States with similar characteristics to Nantucket in terms of size, location, population demographics, and town resources. These communities were Provincetown, MA; Sandwich, MA; Chatham, MA; Edgartown, MA; Tisbury, MA; East Hampton, NY; Old Orchard Beach, ME; Kennebunkport, ME; Bar Harbor, ME; and Block Island, RI (see Table 2 above).

We conducted in-depth, semi-structured interviews with the Parks and Recreation and DPW directors to garner the additional details on parks and recreation management in other communities. While we preferred to interview people in person, telephone interviews available if distance and logistics created too much of an impediment. If the previous options were inconvenient for the interviewee, the team solicited feedback via email instead. During phone interviews, at least two members of the project team were present, one person took notes and the other conducted the interview. Interviews were arranged upon arrival on Nantucket, and completed during the first couple of weeks on island (see Figure 3). We began each interview with a consent preamble along with a brief introduction to our team's mission and the relevance of the interview subject's town to our research (see Appendix A). Interview questions focused on existing parks and recreation management practices within each town. For more details on what questions were asked of whom, see the Interview Script in Appendix B. Each interview was followed by additional background research into the town's parks and recreation management practices through any additional resources gleaned from the interviews.



3.2 Development of an Inventory of Facilities, Interactive Map, and Historical Timeline

Our guiding research questions in developing an inventory and historical timeline were:

- Who owns and operates each parcel of parks and recreation land?
- Is there any collaboration between parties for any parcels?
- What was the structure of the parks and recreation system prior to the Parks and Recreation Department's absorption into the DPW?

The parks and recreation management, policies, and procedures have evolved in an ad hoc fashion over many years to the point that roles, responsibilities, and even ownership of facilities is unclear. Hence we developed a comprehensive history of the development and management of parks and recreation in Nantucket and an inventory of parks and recreational facilities. To make this information easy to access, the history was organized into a timeline and the inventory into a map. Information for both was obtained through a combination of interviews and research into town documents.

We developed the historical timeline from our review of Nantucket Town Code, Annual Town Meeting minutes, Board of Selectmen meeting minutes, and Memoranda of Understanding between various groups responsible for parks and recreational facilities. We asked several of our interviewees, including current and past members of the Parks and Recreation Department and Commission, to review the timeline for completeness and accuracy.

3.2.1 Development of an Inventory and Map of Parks and Recreational Facilities

Our preliminary review of the Nantucket 2007 Open Space and Recreation Plan and Nantucket's Parks and Beaches Map identified 28 parks and recreational facilities occupying 82.85 acres of land. Unfortunately, there are major inconsistencies within the Open Space and Recreation Plan, as well as between the Open Space Plan and the Parks and Beaches map in terms of the recreational facilities listed. We conducted a series of interviews with key personnel on Nantucket to resolve these inconsistencies and ensure that we have complete and comprehensive



information about all of the town's parks and recreational facilities. Refer to Appendix C for a complete list of people contacted for interviews.

We systematically coded into a database all the information we gleaned from our review of documents and databases and our interviews. As previously indicated in the background section, the online the Parks and Beaches Map does not indicate the ownership, location, or maintenance contact information for facilities. Parks and recreational facilities were cataloged with a facility name, coordinates, parking availability, handicap access, lifeguards presence, bike path access, concession presence, recreation/event coordinator, and recreation/event coordinator contact information. During site visits to various parks and recreational facilities photographs were taken to add to the map and saved for any future imagery needs.

We made our own map called the Beaches, Parks, and Recreation Map. The Beaches, Parks, and Recreation Map will be embedded in the Town's Website. Here it will serve as a resource for town officials, residents, and tourists alike. While increasing inter-departmental transparency by clarifying the ownership and responsibilities of parks and recreational facilities, the map can also serve as a resource to inform residents and tourists of what recreational facilities are available to them. Through ArcGIS, we created the Beaches, Parks, and Recreation Map using data from the 2007 Open Space Plan, the town's GIS maps, the Parks and Beaches map, and the Emergency Response Beach Access map (Porter, 2015). We chose ArcGIS for the map platform because of the ease with which one can input data from the coded table into geographic information software and because GIS displays the boundaries of parcels.

On the map, geopoints are located at GPS coordinates that represent either an emergency beach access point, a beach, or a park. The longitude and latitude of each beach parcel was based on the location of that parcel's emergency access number, from the Emergency Response Beach Access map (Porter, 2015). These coordinates were cross referenced with the town's online GIS map to verify the parcel's current owner, which is also listed under each geopoint. To ensure that this map provides a clear outline of the parties involved with each piece of land, we also included fields identifying those responsible for maintenance, programming, and any event permitting of each parcel. For the use of visitors, each geopoint features fields identifying any public amenities such as parking areas, restrooms, and lifeguards (where applicable) at the property.



3.2.2 Development of a Historical Timeline of Parks and Recreation in Nantucket

To provide holistic understanding of the current parks and recreation management practices in Nantucket and how those roles have evolved, we compiled a history of parks and recreation and its management within the town. This is represented as a timeline of events containing parks and recreation legislation, finances, parcel purchases, parcel leases and other major events. By collecting the information and putting it into a timeline, we were able to assess the changes in the structure of management of parks and recreation in order to see if certain events played a role in creating gaps in management and deterrence from the guidelines set forth in the Town Code. We collected this information by conducting interviews with town officials and research into supporting documents.

We conducted in-depth, semi-structured interviews with officials representing the various entities involved with parks and recreation in Nantucket. Questions were first aimed at obtaining an oral history of Nantucket's parks and recreation as a whole and then follow-up questions were tailored to events relevant to that individual's department or organization. Accounts from individual interviews served as a structure for further research. For each major event mentioned in an interview, the team sought relevant supporting documentation. This served as a system for fact checking and gaining additional information based on what was said in the interviews. Our research included searching through Annual Town Meeting minutes, Annual Town Reports, and Board of Selectmen meeting minutes, supplemented by other documents from the town website and library (the Atheneum). The two methods of data collection combined ultimately provided a more accurate, complete, and detailed history than they would have individually.

3.3 Examination of Management Roles and Responsibilities

While examining management roles we sought to find:

- What role does each organization have in parks and recreation?
- What are the relationships between the different entities?
- How do the management structures of each organization responsible for parks and recreation differ?



Responsibilities for management and oversight of programming and maintenance have shifted over time from one agency to another. As a result, information on parks and recreation management has become unclear. To clarify each entity's role in the ownership, maintenance, management, and programming of parks and recreational facilities on the island, we conducted interviews with representatives from all involved parties.

Our questions for both current and former members of the Parks and Recreation Commission focus on identifying:

1. The current roles and responsibilities of the Commission from the perspective of a commission member;
2. How the Commission operates as a commission and within town government; and,
3. How the commission's roles and responsibilities have changed over time.

Our interviews with individuals from multiple conservation foundations and quasi-governmental organizations responsible for parks and recreational facilities focused on identifying:

1. What properties the organization is responsible for and to what extent;
2. The management structure and division of responsibilities within the organization; and,
3. If there is any collaboration between organizations or with the Town and the nature of these relationships.

We asked the representatives from these groups what they think the current role of the Parks and Recreation Commission is in the overall management of parks and recreation and how it could be improved. This enabled us to see what each individual thinks the policies and procedures for the Parks and Recreation Commission should be, and how they compare to the roles of all the other groups involved.

We contacted potential interviewees by email to explain the project objectives and solicit their participation. We researched the interviewee's organization and their role in that organization prior to an interview by evaluating relevant articles in the *Inquirer and Mirror*, the organization's mission and history, and the information from previous interviews. This preliminary research allowed us to tailor our questions more effectively based on the interviewee's likely knowledge and experience. Interview questions were funneled from general questions about the organization's practices to more specific questions about the individual's roles, experiences, and opinions within this context (see Appendix B for interview scripts and



Appendix A for the interview preamble). The general script for interviews were developed in consultation with our project sponsors.

We conducted interviews in the office of the interviewee whenever possible, both for convenience and a professional environment, or at another location of their choice. Two team members were present for most interviews, with one serving as a scribe, and the other, the interviewer. All team members attended key interviews. The consent preamble (see Appendix A) was read by a team member at the start of each interview, and we used a recording device to audio record the interviews as a supplement to written notes. We chose to audio record each interview to ensure that any quotes later attributed to an individual are accurate and in the proper context.

3.4 Review of Commission's Roles and Responsibilities

In our review of parks and recreation regulations, we attempted to identify:

- What is the intended function of the Parks and Recreation Commission?
- What are the limitations and goals of the Commission?
- How does its limitations and goals compare to its current operational methods?

According to its mission, Nantucket's Parks and Recreation Commission, “makes parks and recreation-related policies and recommendations to the Board of Selectmen on various related projects, programs, activities and initiatives” (Park & Recreation Commission, 2017).

Nantucket’s Parks and Recreation Commission primarily manages recreation approval and policies at designated facilities. Beyond this, there are no readily accessible procedures or guiding documents outlining the Parks and Recreation Commission’s roles and responsibilities. To address this, we reviewed and compiled relevant legislation. We initially thought we were going to review the Parks and Recreation Commission’s charter as part of this process but found there was nothing to review and focused on other topics. To complete this review of procedures and policies, we continued background research and stakeholder interviews as outlined in sections 3.2.2 and 3.3. We compiled Massachusetts legislature, governing policies, Board of Selectmen meeting minutes, Annual Town Meeting minutes, and relevant pieces of Town Code to form a comprehensive outline of the Parks and Recreation Commission’s roles and responsibilities, which is included in the Parks and Recreation Commission Manual Draft in Appendix D.



3.5 Limitations of Research Approaches

We acknowledge that our research methods have inherent limitations. We interviewed as many of the people currently and previously involved in the management of parks and recreation on Nantucket, but some people were unavailable or unwilling to participate. Interviews are a qualitative method and we may have missed or misinterpreted important information.

Our search through the archives of the town could have missed some key policies and decisions, given the volume of documentation including more than fifty years of Annual Town Meetings, elections, and warrant articles. It is possible that some documents are missing from the archives, also.

Finally, the findings presented from our research are only a snapshot, since the ownership, roles, and responsibilities are constantly changing.



4. Findings

In this chapter, we first present a history of parks and recreation in Nantucket which is complemented with a timeline and flowchart. This is followed by a discussion on the Department of Public Work's role in maintenance of parks and recreational facilities. We then present our findings related to the roles and responsibilities of the Parks and Recreation Commission, overall documentation of agreements related to parks and recreation, and programming of recreational activities. Finally, we describe the emerging private citizen efforts for parks and recreation improvement.

4.1 Nantucket Parks and Recreation History

The Nantucket Parks and Recreation Commission was established at the 1960 Annual Town Meeting, following the guidelines from Massachusetts General Law Chapter 45. This law did not require towns to have a Parks and Recreation Commission, but rather set guidelines for the appointment and tenure of commissioners in general. In 1961, the Parks and Recreation Commission was allotted \$22,000 in the Town's Operating Budget, although commissions are not supposed to enter into contracts or spend money under Massachusetts law. In the following years, the Commission was charged with building a playground and boat ramp at Children's Beach, supplying trash receptacles at all Town beaches, and building tennis courts at Jetties Beach. The article proposing the Jetties Beach tennis courts from the 1963 Annual Town Meeting specifically gave the Parks and Recreation Commission jurisdiction of the tennis courts. In 1965, the Town established a Board of Public Works and gave that board the powers of a parks commission, eliminating the separate Parks and Recreation Commission.

At the 1987 Annual Town Meeting, the Parks and Recreation Commission was re-established as a separate entity from the Board of Public Works. By 1989, the Town had created a Parks and Recreation Department and hired a director. Despite being two distinct entities, the Parks and Recreation Commission and the Parks and Recreation Department operated as one from this point forward. In 1991, the town passed legislation enabling the Parks and Recreation Commission to enter into five-year leases in order to improve and maintain some lands. The town established a revolving fund for parks and recreational uses in the same year. The following year, the land at Tom Nevers Park was leased to the Parks and Recreation Commission



for the purpose of renovations into a recreational space. This agreement lasted five years and expired in 1997 but was not renewed.

In 2011, the Parks and Recreation Department was absorbed into the Department of Public Works in a Town effort to streamline government and cut costs, at which point the DPW assumed all responsibilities formerly held by the Parks and Recreation Department. Some of these duties were moved out of the Department of Public Works in the following years to offices already completing similar tasks. Responsibility for programming of the Jetties Beach Tennis Courts was moved to the Nantucket Community School in 2013 and two years later the Community School also assumed responsibility for all recreation programming on Nobadeer Fields, Delta Fields, Tom Nevers Park, and Winter Park. Meanwhile, community recreation programming at Children's Beach and Jetties beach was transferred to the Department of Culture and Tourism, along with providing the town's annual 4th of July fireworks display. Staffing the Town's beaches with lifeguards now resides with the Harbormaster under the Nantucket Police Department, while special events permitting is now under the Police Department's Licensing Office. Currently, the former responsibilities of the Parks and Recreation Department are dispersed amongst many different entities. Refer to Figure 6 for a visual representation of the distribution of these responsibilities.

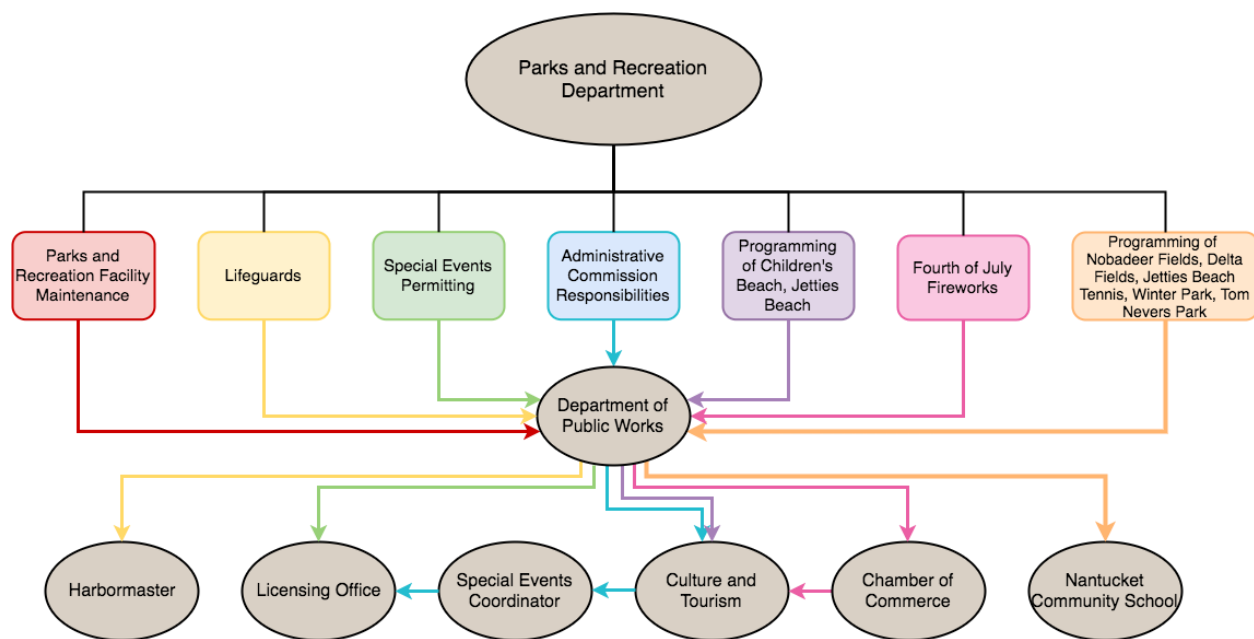


Figure 6: Distribution of Parks and Recreation Responsibilities

4.2 Maintenance Responsibilities

The Nantucket Department of Public Works assumed responsibility of town-owned park and recreation facilities after the 2011 dissolution of the Nantucket Parks and Recreation Department. The Parks and Recreation Department was responsible for Tom Nevers, Sconset Beach, Winter Park, Children's Beach and Bath House, Jetties Beach and Bath House, the Nantucket Teen Center, Mill Hill Park, Dead Horse Valley, Vesper Lane Ropes Course, Dionis Beach, Delta Fields, Nobadeer Farm Field and the skate park. Refer to Appendix E for a map showing the current division of lands on Nantucket. The Parks and Recreation Department's maintenance responsibilities included daily beach cleaning, daily bath-house cleaning, trash removal, concession management, play equipment maintenance, lawn care, and fertilization. The Department also programmed and groomed all playing fields and maintained tennis courts.

Prior to the 2011, the Parks and Recreation Department reported directly to the Parks and Recreation Commission. The Department was funded through the Town of Nantucket annual budget and had a general revolving fund, tennis revolving fund, and gift fund. The Parks and Recreation Department was responsible for paying, recruiting, and managing lifeguards as well as approving and overseeing beach concession vendors. In 2011, the Director of the Nantucket Parks and Recreation department was Jimmy Manchester. When the Parks and Recreation department was merged into the Nantucket Department of Public Works, Manchester continued parks and recreation management. In 2013, Manchester retired from the Department of Public Works as the Facility Manager. Responsibility for programming shifted to the Community School and lifeguards to Police and Marine Patrol.

Today the Nantucket DPW is responsible for maintenance of all Town-owned parks and recreation facilities, while programming of these facilities has been distributed among several different entities. Daily DPW tasks include trash removal, bath-house cleaning, beach grooming, storm water system monitoring, and play equipment maintenance, though recreation facility tasks vary. Grass fields require mowing, fertilizing, raking, and marking. The synthetic fields at Nobadeer Farm and the tennis courts at Jetties Beach require specialized care and maintenance. The Director of the Nantucket Department of Public Works, Robert McNeil, indicated his desire to keep current parks and recreation maintenance responsibilities within the DPW (R. McNeil,



personal communication, November 9, 2017). McNeil averred that contracting out seasonal parks and recreation maintenance has been problematic in the past. For example, the DPW had contracted out cemetery maintenance however the contracted work was not fulfilled. “It’s been tried in the past unsuccessfully to hire out..., there’s such an island-wide demand of those services in the summer months that getting people who are qualified to do that work even with a decent amount of money has not been great. So the people contracted in the past in some cases have been ... in breach of contract, then those responsibilities fall on DPW.” (R. McNeil, personal communication, November 9, 2017).). One of the greatest needs McNeil expressed is additional seasonal staff to maintain parks, beaches and recreation facilities in the summer months. Housing would also be required to accommodate these seasonal workers. Despite this need, McNeil expressed that the DPW is content in keeping its current parks and recreation maintenance responsibilities.

Additionally, McNeil would like to see the department assume more renovation-focused roles. With a few exceptions, he believes all Nantucket parks, recreation facilities, and beach facilities are in need of renovation and beautification, saying, “Frankly, all of the facilities need an overhaul” (R. McNeil, personal communication, November 9, 2017). A project of this scale would require a master plan. This master plan would be a detailed management plan that systematically identifies short, medium, and long-term plans for refurbishing and maintaining the town’s parks and recreational facilities. McNeil expressed that careful phase planning needs to be implemented with consideration of the future. “The intended users haven’t even been born yet” (R. McNeil, personal communication, November 9, 2017).

4.3 Roles and Responsibilities of the Parks and Recreation Commission

The roles and responsibilities of the Parks and Recreation Commission have evolved over time and are not widely known or clearly documented. The Parks and Recreation Commission was established under the guidelines of Massachusetts General Law in Article 93 of the 1960 Annual Town Meeting but was absorbed into the Department of Public Works later in that decade, although the precise date is unclear from existing records. In the 1987 Town Meeting, the Parks and Recreation Commission was reestablished (Act A301-10), although no clear guidance was



developed at that time to indicate the precise roles and responsibilities of the Commission and no charter or specific guidelines have been set for the Commission in the last 30 years.

Instead, the roles and responsibilities of the Commission are inadequately and incompletely specified in various Annual Town Meeting minutes, Town Codes, and Special Acts. For example, the Town of Nantucket provides a general manual from which all Nantucket boards, commissions, and committees can gain guidance. The consensus within the Town Manager's Office is that the Parks and Recreation Commission is an advisory commission. According to the Town of Nantucket Boards, Commissions, and Committees Handbook such advisory commissions “serve the important role of collecting and analyzing information in order to develop recommendations on a public policy or issue”, though “an advisory board or committee has no independent authority and its recommendations are not binding” (Town of Nantucket, 2016). Thus, the Commission should present ideas and recommendations to the Board of Selectmen, but we could find no record of the Commission submitting such recommendations for consideration. We did find record that the Commission approves programs at their meetings, thus entering into agreements. Such agreements could be construed as informal contracts, although advisory commissions cannot by law enter into contracts. To confuse the issue further, however, we could find no official record that the Parks and Recreation Commission had been officially designated as an *advisory* commission.

The current chair of the Parks and Recreation Commission, Cheryl Emery, received no guidance on the roles and responsibilities of the Commission or on the duties of the chair of a commission when she assumed the role. Diane Flaherty, who joined the Commission in September 2017, was offered support by Cheryl Emery but received no documentation regarding her role as a commissioner. This lack of written or unwritten guidance for commissioners has resulted in a lack of clarity of the roles, responsibilities, and limitations of the commission from the perspective of both current and former commission members. Several past and present commissioners were unclear about the specific roles and responsibilities of the Parks and Recreation Commission and commission members.

In order to rectify the lack of documentation, Carlisle Jensen, the former Special Events Coordinator for the town, began creating a manual for the Commission in 2017. The manual



aimed to outline roles, relationships, and guidelines for the Commission backed up by town legislation. Ms. Jensen was unable to complete the manual before she left her position with the town in May 2017, however, and the manual remains in draft form. Carlisle Jensen previously served an administrative role in coordinating the minutes and agendas of the Parks and Recreation Commission. This task moved to the Town Licensing Office within the Police Department upon Ms. Jensen's departure from town government. Amy Baxter, the Town Licensing Agent, now serves as the *de facto* administrator of the Parks and Recreation Commission, a role which none of the involved parties believe belongs under the Police Department.

The guidelines that are clear for the Parks and Recreation Commission are the membership requirements and terms of office for each position. However, two of the five seats on the commission are currently vacant. Failure to meet a quorum has led to the cancellation of Commission meetings, which should occur monthly.

A revolving fund was established for the Parks and Recreation Commission in 1992 [Act 300A-1], but there is no clear documentation of the purpose and management of this fund. The Commission's revolving fund was assigned to the DPW when the Parks and Recreation Department was dissolved. Interviews revealed a lack of clarity on the current status of the revolving fund.

4.4 Parks and Recreation Communication and Documentation

Currently, the management and oversight of parks and recreation in Nantucket suffers from poor communication, ineffective collaboration, and inadequate documentation of agreements between the Town of Nantucket, conservation organizations, and quasi-governmental agencies. More often than not, organizations focus on their own responsibilities and follow unspoken agreements when interaction with another group is required. There are multiple instances of miscommunication of management and misrepresentation of property ownership regarding Nantucket parks and recreation.

In some cases, lack of collaboration is due to differing organizational goals. The Nantucket Land Bank and the Nantucket Conservation Foundation both own large portions of the island's green



space, but have different goals from each other and the Town. The Land Bank encourages passive recreation and emphasizes a “pack-in, pack out” policy where trash collection is not provided. The Conservation Foundation is focused on the conservation of public lands and does not promote recreation on its properties. The Town of Nantucket promotes both active recreation, with planned activities and sports, and passive recreation. Trash receptacles are provided and regularly emptied by the DPW, which is in charge of parks and recreation maintenance for the town. Both the Conservation Foundation and the Land Bank have expressed little interest in collaborating with the town for events, as that it does not align with their respective goals. The two organizations opt for a hands-off approach to recreation management as long as their properties are not damaged. The Department of Public Works provides trash collection and the Harbormaster provides lifeguards for select properties owned by private entities during the summer months. This is typically the extent of the Town’s collaboration with these groups.

Issues can arise when two abutting properties are owned by different groups but considered the same facility. An example of this is 40th Pole Beach, as shown in Figure 7, which is generally considered one facility co-owned by the Land Bank and the Town. In reality, this relationship is simply abutting lands, with parcels under the Town and the Land Bank. There is little communication between the two parties. While both entities note the entire beach as popular for parties, the two do not collaborate on management and maintenance of the beach. The Land Bank marks the change in ownership on the beach with wooden posts and signage. Miacomet Beach, is another area generally considered one beach by the public. Officially, it is split into East Miacomet Beach and West Miacomet Beach. As shown in figure East Miacomet is owned by the Town of Nantucket, while West Miacomet is owned by the Nantucket Land Bank. There is a public parking area connected to the side owned by the Land Bank, and one must cross Land Bank property to access the Town’s side of the beach from the parking area. This does not present a problem for beachgoers since both sides of the beach are public lands. The Land Bank does not permit private events on any of its land, but the Town does permit special events on East Miacomet. The organizers and vendors of these events can encounter issues while transporting their equipment across Land Bank property; the Land Bank does not allow wheeled transport on its land, meaning that vendors must physically pick up and carry all of their



equipment across the beach. In both cases, groups take responsibility only for enforcing their rules and handling issues on their land, even if the issue affects both sides.

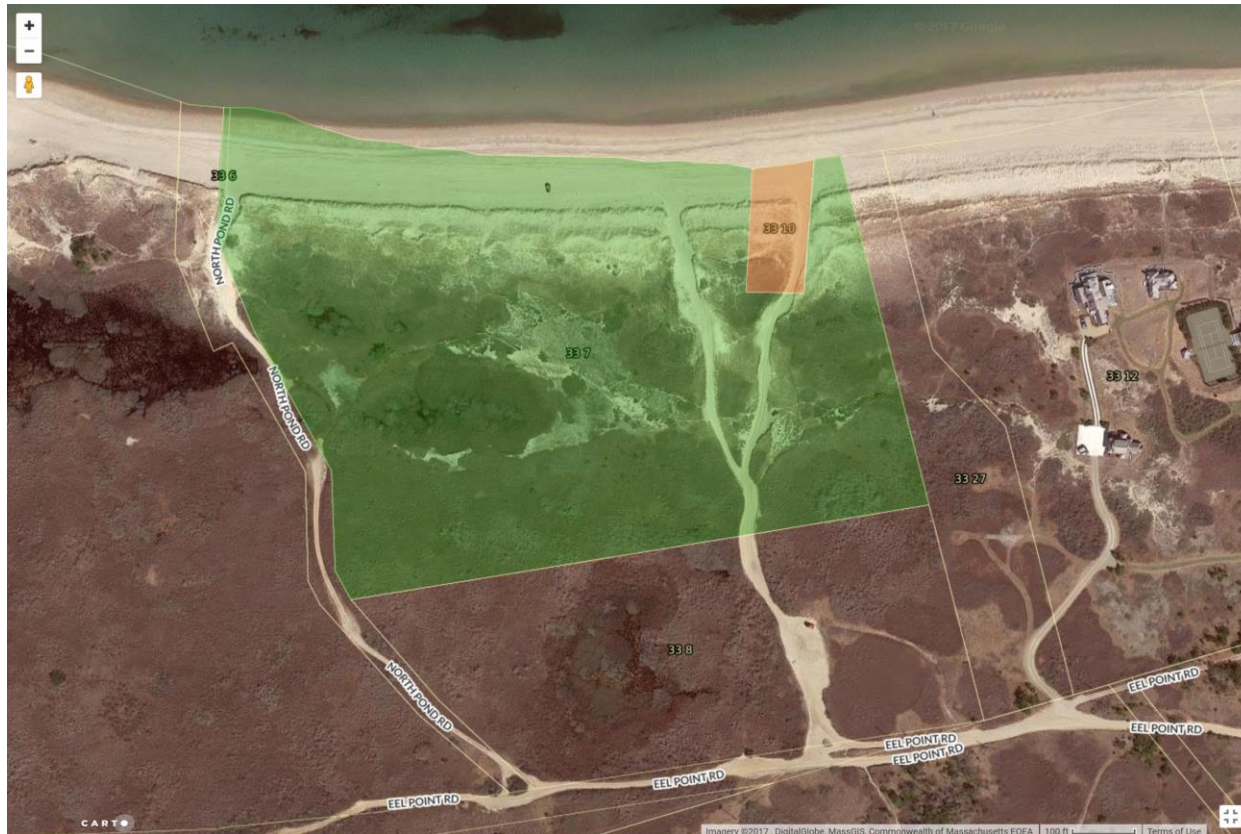


Figure 7: 40th Pole Beach with Land Bank Property in Green and Town Property in Orange





Figure 8: East and West Miacomet Beach with Land Bank Property in Green and Town Property in Orange

We have identified several instances of groups working together to provide recreational programming and access to the public, but documentation of the agreements are outdated or inaccurate. For example, the Town of Nantucket has a Memorandum of Understanding with the Nantucket Community School allowing it to oversee programming at Charles J. Gardner Tennis Courts, Tom Nevers Park and Field, Delta Fields, Nobadeer Farm Road Playing Fields, and Winter Park. All locations on the MOU are listed as

town property, but Delta Fields is owned by the Nantucket Memorial Airport and Federal Aviation Administration (FAA) while Nobadeer Farm Fields is owned by the Land Bank.

Undocumented agreements are also common between entities involved in parks and recreation. The airport, for example, owns Nobadeer Beach. The Town collects fees for permits allowing citizens to drive on public beaches, including Nobadeer Beach. Since the Town collects money



for airport land use, the airport expects the Town to maintain the beach. As a result, the DPW provides trash collection and beach cleaning services, and lifeguards are provided by the Marine Department. While the involved parties are content with the current arrangement, disagreements could arise if either party decided to change its practices. For example, if the Town were to stop maintaining the beach, the airport would then expect compensation for the time and resources spent cleaning. This could be difficult to justify given that there is no documentation obligating the Town to provide this service. Nantucket Memorial Airport officials confirmed that the arrangement is inadequately documented.

For many of the locations where the town provides trash collection, there are informal and unwritten agreements concerning holiday clean-up. As the holidays (specifically the Fourth of July) tend to draw crowds to the beaches, more waste than usual is generated. The owners or managers of the land will usually aid the town by putting out dumpsters or providing additional facilities to supplement those provided by the town. The airport is yet again an example of one such agreement, where dumpsters are put out on the Fourth of July to help deal with the large crowds.

Lack of centralized management and documentation practices has led to disagreements over ownership and future development ventures of Tom Nevers. The park was donated by the United States Navy to the Town of Nantucket between 1987 and 1991 for use by the Nantucket Hunting Association. The Parks and Recreation Commission was given jurisdiction to enter “short-term leases, not to exceed five years” in 1991. In 1992 the Parks and Recreation Commission was leased Tom Nevers Park for five years (See Addendum TIMELINE which will be the timeline). The lease expired in 1997, at which point authority was supposed to revert to the Board of Selectmen, but the Commission continued oversight of Tom Nevers. Both the Parks and Recreation Commission and other town officials did not realize the Commission’s lack of legitimate authority over this property until recently, highlighting once more the issue with keeping documentation that exists surrounding Nantucket parks and recreation.

Delta Fields is in general a prime example of how multiple groups can all be involved with one property. Delta Fields is owned by the airport under the FAA and leased to the Town, which in turn has an MOU with the Community School for programming. The FAA places conditions on



what the airport can do with the land and requires the airport to charge the Town for use of its land. The airport can lease it at a reduced rate if the Town is going to use it for purposes like community recreation. According to the lease, the Town was in charge of field maintenance through the DPW. Four groups in total were connected to one field, creating multiple points at which information could be lost. The lease expired in 2014, and the town did not make a new one. Thus, the town has been using Delta Fields without paying the airport for three years.

4.5 Nantucket's Extensive Recreation Programming Network

Since the consolidation of Nantucket's Parks and Recreation Department into the Department of Public Works in 2011, programming responsibilities have been reallocated among various parties, forming a complicated network of roles and responsibilities. Upon the departmental consolidation, the Department of Public Works was charged with assuming the responsibilities that formerly belonged to the Parks and Recreation Department, which included the programming of community recreation. Our interviews revealed that no consistent protocols or organizational plans existed during this time to guide programming responsibilities, thus some agreements with organizations using the fields and facilities were not documented and fee structures were not enforced. All recreational programming responsibilities were moved out of the DPW between 2013 and 2015 in an effort to match roles and responsibilities with pertinent departments and offices.

4.5.1 Community Recreation Programming

Programming of community recreation at Children's Beach and Jetties Beach was moved from the Department of Public Works to the Tourism Office (now called the Department of Culture and Tourism), while maintenance of these locations remained under the DPW. Children's Beach and Jetties Beach are very popular with tourists in the summer months, so it made sense to move programming responsibilities at those locations to the Tourism Office. Now, the Department of Culture and Tourism remains responsible for community recreation programming at the aforementioned beaches and has since adopted even more of a role in event planning by assuming responsibility for planning the town's annual Fourth of July celebration and fireworks. The programs organized by the Department of Culture and Tourism are funded through the department's budget, which includes line items for each programming location or event.



In 2013, responsibility for programming of the tennis courts at Jetties Beach was given to the Nantucket Community School, a quasi-governmental organization whose mission is to “provide a diverse level of high-quality, affordable programs ... to all members of the community, spanning every age and stage” (Nantucket Community School, n.d.). Collaboration between the Town and the Community School was officially documented via a Memorandum of Understanding (MOU) written in 2013. Accordingly, the Community School is responsible for all programming at the Jetties Beach tennis courts. The DPW is responsible for maintenance of the tennis courts and the Police Department is responsible for any special event permitting at this location. After two years, the Town administration concluded the Community School’s programming of the Jetties Beach tennis courts was a success. In 2015, an MOU was drafted between the Town and the Community School which gave the Community School additional programming responsibilities for town-operated lands at Delta Fields, Nobadeer Farm Fields, the fields at Tom Nevers Park, and Winter Park. While the Town of Nantucket owns Tom Nevers Park, Jetties Beach, and Winter Park, it does not own Delta Fields and Nobadeer Farm Fields which complicates issues of programming and maintenance. The land at Delta Fields is owned by the Nantucket Memorial Airport and therefore under jurisdiction of the Federal Aviation Administration (FAA) as well. The Town has an MOU with the Community School for the programming of recreation on this field. The management and programming of Nobadeer Farm Fields follows a similar protocol; the Nantucket Land Bank owns the property and has a formal agreement with the Town of Nantucket indicating that the Town is responsible for managing and maintaining the land, and the Town has an MOU with the Community School for programming on the field.

Programming duties for all five of the town-operated lands for which the Community School is responsible are performed by the Community School’s Teen Enrichment Coordinator. Any party interested in utilizing the fields or tennis courts for community recreation must submit a Community Recreation Application along with proof of liability insurance, an indemnity agreement, the program’s schedule, and a fee agreement with a deposit. Programs for each season have application deadlines publicized on the Community School’s website, and the Teen Enrichment Coordinator coordinates the scheduling of all submitted programs. To gauge needs and address concerns of those running programs on the fields for the future, the Teen Enrichment Coordinator holds quarterly stakeholder meetings which are published on the NCS’s website. As



part of the MOU between the NCS and the Town, the Community School must pay the Town a total yearly field usage fee of \$1,000. All other revenue collected from programs enters either a Community Recreation revolving fund or the Community School's Summer Programs revolving fund, depending on the nature of the program, ensuring that all revenue is used to fund future programming needs.

4.5.2 Special Events Approval

The Licensing Office in the Nantucket Police Department also has a role in the current system of programming. Special events that involve alcohol and entertainment require a separate approval process if held on public lands. Regardless of the party responsible for recreation programming on a given parcel of public land, the Licensing Office at the Police Department issues the permits. Any party interested in hosting a special event must submit a Special Event Application through the Licensing Office, which is reviewed by the Licensing Agent. The Licensing Agent holds regular meetings with representatives from the Police Department, the Fire Department, the Department of Public Works, and any other involved parties to discuss each special event application and determine whether it will work logistically given the town's resources. Revenue generated from special events held at parks, fields, beaches, and other recreational facilities is deposited into either the town's General Fund or the Park and Recreation Town Revolver to be used for future recreational needs.

In theory, the Department of Culture and Tourism and the Nantucket Community School are the only parties officially responsible for recreation programming on town-operated lands, and the Licensing Office is the sole authority governing special events approval. However, the Parks and Recreation Commission has assumed authority over certain properties over time. This de facto authority remains today on the basis of past practice, and in the absence of more specific written guidance. The Parks and Recreation Commission oversees the properties of Children's Beach, Jetties Beach, Surfside Beach, and Tom Nevers Park. Because maintenance of these properties is performed by the DPW and recreation programming for these lands is under the authority of the Department of Culture and Tourism and the Community School, the Parks and Recreation Commission's role in said properties has become one of event and program approval. The Commission requires that any party wishing to run a program on one of the lands within the Commission's control attend one of the monthly Parks and Recreation Commission meetings and



present a proposal to the members of the Commission, after which the Commission discusses the proposal and decides whether or not to approve the event or program. This applies to both regularly scheduled programs as well as those that would be considered special events.

Regarding special events, the Parks and Recreation Commission has a separate Special Event Application that is required of anyone attempting to host a special event on Parks and Recreation Commission lands in addition to the formal special event permitting process through the Police Department. In some cases, the Parks and Recreation Commission has “approved” special events on their lands that the Licensing Office had not yet approved.

4.6 Private Citizen Efforts

Private citizen efforts for parks and recreation improvements and beautification are emerging. Tom Nevers is an area locals are looking to revamp. It was formerly owned by the United States Navy until it was given to the Town for recreational space. The Town initially installed recreational facilities in the 1990s, however, they have not been systematically maintained and are in need of extensive repair and renovation. Tom Nevers Field currently has an outdated baseball field, softball field, roller rink, playground, bathrooms, dirt bike track, tared areas, a beach, open spaces, and John F. Kennedy’s old bunker. Neighbors and community members have voiced dissatisfaction with the upkeep of the property and have proposed plans to renovate Tom Nevers Field and Park.

Community members have started a working group to discuss the redevelopment of Tom Nevers. Parks and Recreation commissioner Cheryl Emery, independent from the Commission, commissioned a site analysis and started a public interest survey of Tom Nevers. The site analysis, completed by Jardins International, is called the “Tom Nevers Field Improvement Project 2017.” The site analysis contains a project phase template. The survey and the site analysis was created in order to identify and convey renovation needs at Tom Nevers to the Nantucket Board of Selectmen.

In an effort to fund parks and recreation projects, community members Cheryl Emery, Jesse Dutra, Emily Osgood, Rich Turer and Dylan Wallace have filed with the IRS for the creation of a 501(c)(3) named “Nantucket Community Park and Recreation”. Rich Turer, owner and operator of Nantucket & Company, has endorsed a conservancy to be operated through the



501(c)(3) funds. This conservancy would be modeled after the New York Central Park Conservancy, where the City “retains overall control and policy responsibility” (centralparknyc.org) yet the conservancy oversees the management of the park and provides funding for projects. The New York Conservancy has a board made up of New York City officials, New York mayoral appointees, volunteers and trustees; a conservancy in Nantucket would likely follow a similar structure. Like New York, the projected primary source of conservancy funding would be donations from private citizens and local business. According to the Central Park Conservancy’s website, “...75% of Central Park’s annual operating expense budget [is] from private donations” (centralparknyc.org). However, several Nantucket town officials have expressed concerns about the vast number of nonprofits already on the island, raising the possibility of a generosity deficit.

The goal of privatization is improved efficiency due to profit incentive. A possible advantage of a conservancy would be “[t]he ability for the conservancy to have their own labor force, control their own volunteer network, raise their own funds, and work with town on goals and objectives” (R. Turer, personal communication, November 14, 2017) In this case profit incentive would be donations and user satisfaction of parks and recreation facilities. Although the funding would come from donations, the Town of Nantucket would still legally own the parks and recreational facilities. A Nantucket parks and recreation conservancy would have formal agreements (leases or memorandums of understanding) with the town of Nantucket. These agreements on awarded parcels would determine the scope of the conservancy’s maintenance and management authority.



5. Conclusions and Recommendations

Parks and recreation operations and oversight are complex and many agreements and protocols are unwritten or written agreements have lapsed, but there are no obvious signs of major malfunctions or failure to deliver desired services. Thus, we are presenting a set of recommendations to improve on a working system rather than fix a broken one. Our conclusions and their subsequent recommendations are as follows:

The Parks and Recreation Commission needs more direction and clear guidelines on commissioners' roles and responsibilities. We recommend that the Town:

- Reevaluate and clarify the role and functions of the Parks and Recreation Commission;
- Draft a new mission statement for the Parks and Recreation Commission; and,
- Complete the Parks and Recreational Manual started by Carlisle Jensen.

The Town of Nantucket designates the Parks and Recreation Commission as an advisory commission and all of the legislation from the Nantucket Town Code defines the Commission's authority within these constraints. However, Chapter 45 of Massachusetts General Law under which the Parks and Recreation Commission was established gives Park Commissions much more power and authority than the Town gives to advisory commissions. Therefore, the Commission can only logically follow one set of rules, not both. Given these direct conflicts, it is not possible at present to deliver a comprehensive set of rules or regulations without making decisions favoring one set of laws over the other. Therefore, we recommend that the Town Manager's Office first seek clarification from town counsel on the legal ramifications and the preferred direction vis-à-vis the Parks and Recreation Commission before continuing the manual so that the Town can make the appropriate decisions to reconcile the two conflicting sets of laws.

There is no accurate, updated inventory of all of the parks and recreation facilities on the island. We recommend that the Town:

- Utilize the Beaches, Parks, and Recreation Map that we created to provide an interactive map for citizens, tourists, and government officials. This map provides ownership, recreation contact and public accommodations for each facility;
- Embed the Beaches, Parks, and Recreation Map we provided in the Town of Nantucket's Website on the Parks and Recreation webpage;



- Update the Beaches, Parks, and Recreation map as inventory changes; and,
- Update and publish an Open Space Report in accordance with MA state guidelines; this is vital when applying for both grants and state funding.

There is inadequate documentation of agreements between the Town and other entities.

Many of the agreements that keep parks and recreation on Nantucket functioning are unspoken or undocumented. We recommend that the Town:

- Legally document all agreements between different parties related to parks and recreation management, programming, and land use; and,
- Update documented agreements by reevaluating them before they expire and renewing documentation in a timely manner.

The DPW is adequately performing maintenance and upkeep of all of the Town's parks and recreational facilities, but there are no long-term plans for parks and recreation facility updates and renovations. We recommend that the Town:

- Allocate funding to create a Master Plan for future projects and management at all parks and recreation facilities, covering both facility and strategic planning. We recommend that this Master Plan incorporate:
 - Consideration of future users of parks and recreation facilities into the Master Plan in order to accommodate expanding recreation programming needs;
 - Consideration of future maintenance needs as lands age and change; and,
 - Detailed phase planning to aid in securing funding for future projects.



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Appendix A: General Interview Questions

Preamble for In Person Interviews:

Hello, _____. Thank you for meeting with us today. The aim of this interview is to gain understanding about your position, your interactions with the parks and recreational facilities, and your personal experiences. This will help in providing necessary information for establishing novel guidelines for the Parks and Recreation Commission and improvements in the overall management of those facilities.

We would like to record this interview today, are you alright with that?

We would also like to have the ability to attribute quotes to you in our report, if we plan to do so we will communicate with you via email for you to approve them, is that alright with you? We will also provide you with our final report if you are interested.

Thank you for your time, and as a reminder your participation is voluntary and you are able to skip questions or end the interview at any time.

Preamble for Phone Interview (Parks and Recreation/DPW Officials in Other Communities) :

Hello, _____. Thank you for speaking with us today. The aim of this interview is to gain understanding about your position and your community's Parks and Recreation. This will help in our aim to aid Nantucket in improving management of their Parks and Recreation. We would like to record this interview today, are you alright with that? We would also like have the ability to attribute quotes to you in our report, if we plan to do so we will communicate with you via email for you to approve them, is that alright with you? We will also provide you with our final report if you are interested.



Appendix B: Specific Interview Questions

Guiding Questions for Nantucket Parks and Recreation Facilitators:

- How long have you been in your role? What other roles have you held in this department/organization? What other organizations have you been involved with on Nantucket that are related to Parks and Recreation?
- What is your organization's role in Parks and Recreation on the island?
- Please describe the management structure of your organization? (if large organization/dept, just as it relates to P&R)
 - Does your department/organization have any organizational tools (manuals/charters/list of properties) concerning the management of parks and recreation and facilitation?
 - If Yes, how is the resource updated and is it available to the public?
 - If no, any for the department as a whole / in general?
- What facilities are your department responsible for? (*present list of known facilities / our current findings*)
 - Which parks and recreation facilities does your department/organization own and/or manage?
 - Does the department/organization do any programming at these P/R facilities?
 - Who is responsible maintenance of your properties?
 - Are there any properties for which your department collaborates on management and/or programing with the town or another department? If so, which properties and what is the nature of that relationship?
- How does your department coordinate its roles and responsibilities with the pertinent town offices regarding parks and recreation? Which offices?
- Do you know what budget is allocated in your department/organization specifically for parks and recreation management and facilitation?
- We understand the P&R department was disbanded in 2011. Do you know what the important factors behind that decision were?



- Was your department chosen to take on some of the responsibilities of the former Parks and Recreation Department?
 - What roles do you have in relationship to parks and recreation? What do you think they should be?
- From your perspective, how well do you think the current management of parks and recreation is working?
 - In what ways does the management work well or not so well?
 - How might the management of P&R be improved?
- Do you have any other contacts that you think we should talk to next? Can you think of anything else not mentioned that we should look into?

Addendum to Appendix B: Specific Interview Questions by Organization

Airport:

- From your position, what is the extent of the airport's involvement with town parks and recreation?
 - How do you feel about the airport's involvement with parks and recreation?
- We know that the airport owns Delta Fields, what other facilities fall under the airport?
 - For example, we have been told that the airport manages two beaches. Can you clarify the nature of this?
- Is the airport responsible for maintenance of Delta Fields, or is that something that the town does?
 - If under the airport, who maintains these lands?
- Why does the airport own Delta Fields?
- Do you have a budget to go toward the fields?
- Can we have a copy of your agreement with the town? (Lease, MOU, etc.)
- What shared resources does the airport and the town collaborate?
- Do you know of any equipment to clean beaches?



Community School:

- Could you elaborate on your role in the operations of these facilities:
 - Delta Fields
 - Nobadeer Farm Fields
 - Tom Never Fields
 - Winter Park (Essex)
 - Scheduling of the Jetties Beach Tennis Courts
- To what extent are you involved in the scheduling/programing of events and programs on parks and recreational facilities?
 - How much of the event scheduling you do is school-related compared to general Nantucket P&R scheduling?
- What are problems with scheduling/programing parks and recreation facilities?
- What are the issues that have come up regarding scheduling? (double booking, etc)
- How long has the Community School been responsible for programming and scheduling of public lands (outside of the school facilities)?
- We know that the town proposed last year to pay the Community School to take over programming at Children's Beach, and was rejected by the P&R Commission. Can you explain that situation further, including your position on the matter?
- What, if any, licensing conflicts occur with the Licensing Office? How do you handle these conflicts?

DPW:

- How many people from the DPW are involved in parks and beach maintenance? Are responsibilities shared among all workers, or are specific people responsible for this branch of DPW work?
 - If yes, how does the person know which foreman to report to on a daily basis?
- How does the DPW change in summer months? Do you require additional employees?
- Aside from the revolving fund for parks and recreation that is under the DPW, is there any other money in the DPW budget that is specifically for parks maintenance and operations?



- Can you elaborate on the revolving fund itself? Is this something that the DPW spends out of or just Town Admin? What is this money spent on?
- Do you program recreation whatsoever? Do you have any advice on Programming?
- What is a good contact for the public to report maintenance issues at your facilities? (more specifically parks since there is the number posted at the beach)
- Can we Speak with your Parks and Recreation Foremen? Can we have their contact information?
 - Nicky Duarte
 - Paul Boucher
 - Richard Moore
- Does your department interact with the Parks and Recreation Commission?
- What do you think the DPW's roles in parks and recreation should be?
- Ideally, how would you like the management of parks and recreation to look in the future?

DPW (Past Members):

- How do the P&R revolving funds work?

GIS Coordinator:

No unique questions.

Land Bank:

- Could you elaborate on the Land Bank's role in each of these properties:
 - 40th Pole
 - Cisco Beach
 - Miacomet
 - Pocomo Beach
 - Delta Fields
 - Jackson's Point
 - Cathgard Beach



- Wash Pond Beach
 - Lily Pond
 - Footsteps Beach / Stones Beach
 - Nobadeer Farms Playing Fields
 - Codfish Park Beach
 - ‘Sconset Beach
 - Low Beach
 - Tom Nevers beach
 - Settler’s Landing
- Could you specify the relationship and shared management and facility programing between the Land Bank and the Town?
 - Looking at the Land Bank website and map, there were a couple pieces of property that were listed as places the Land Bank “maintains” but doesn’t necessarily own; can you clarify that for us? (Surfside Beaches)
 - How does the Land Bank maintain their facilities?
 - What's the best contact resource for the public and town to report maintenance issues to the Land Bank?
 - What’s the best contact resources for the public and town to program on your facilities?
 - How do you the integrate new facilities into their Bank?
 - The Community School programs on some of your land, what kind of agreement is that (an MOA, MOU, a lease)?
 - Is there documentation of this agreement?
 - How long are those agreements in effect for?
 - Do you have any MOAs with the town, land council, NCF, or the Airport?
 - Would it be possible in the future to contact you about documentation of property?
 - Who updates your GIS?

Licensing Office:

- To what extent are you involved in the scheduling of events and programs on parks and recreational facilities?



- What's the best contact resource for the public to program/schedule?
- What are problems with scheduling parks and recreation facilities?
- Related to licensing, what issues have you identified with other departments or commissions (Parks and rec commission / Land Council) practicing independent licensing?

Land Council:

- What kind of land do these organizations look to buy up?

Parks and Recreation Commission (current and former members):

- Can you explain the P&R commission's role in each of these locations?
 - Jetties Beach
 - Children's Beach
 - Tom Nevers*
- Please describe the relationship between the P&R Commission and the licensing office
- What is the main mission of the P&R commission in your own words?
- What are the roles & responsibilities of the P&R commission?
 - Particularly, how do you fit into the bigger picture of town government and the bigger picture of Nantucket's Parks and Recreation?
- What are the limits of the P&R commission? (What is outside your reach?)
 - Do you know where these limits may be documented?
- We know that the town wanted to pay the Community School to take over programming at Children's Beach, which was rejected by the P&R Commission. Can you explain that situation further, including the driving forces behind that decision?
- How does the P&R Commission navigate the financial restrictions placed upon it by the town laws? For example, some P&R programs and activities may take in money, but the Commission cannot legally spend money. How does this all balance out?
 - How does your revolving fund work? What happens when events on your properties take in money?
- Do you find limitations in the commission's ability to make recommendations and implement park and recreation policy? What improvements would you suggest?



Selectmen:

- In your perspective what are the roles and responsibilities of the Parks and Recreation Commission in theory and in practice?
- What are your thoughts on the proposed Tom Nevers Improvement suggestions?
- We know that the town tried to give the Community School programming authority over Children's Beach, but that idea was shut down by the P&R Commission. Do you know what the events surrounding the plan to have the Community School take over programming at Children's Beach were?
- There is a parks and beaches map on the Nantucket website that shows some parks and beaches. In your previous role as Outreach Coordinator did you have a hand this or do you know who did?
- If you had the power, what changes (if any) would you make to improve the overall management of parks and recreation in Nantucket?

Town Clerk's Office:

No unique questions.

Town Manager:

- What other roles have you held in Town Administration?
- Was the only factor for dissolving the Parks and Rec Dept budget?
- How much did this save the town?
- What were the cons that were brought up at the time?
- If there was any strong opposition to the decision, who did it come from?
- What did you think at the time regarding the decision?
- Based on your experiences and perspective, what do you consider to be the roles and responsibilities of the P&R Commission? (Both in theory and in practice)
- How do you think they are doing in regards to what their goals and roles are?
- Are there any changes you'd like to make to the structure or function of the commission to make them work better?
- What do you take into consideration when appointing people to the commission?



- How is the commission affected when people resign?
- Did you know there is no Parks and Recreation Charter?
- Do you know where we can find the documents outlining the P&R Commission's responsibilities/power? (Where does it say they have Children's Beach and Jetties Beach?)
- From your point of view, who do you think the key players are in town parks and recreation?
- (we've identified DPW, Community School, P&R Commission...)
- We know that the Town attempted to give the Community School control over programming for Children's Beach, but that was rejected by the Parks and Recreation Commission. What can you tell us about the process and decision?
- What components form the budget for parks and recreation?
- Could you explain the nature of the Parks and Recreation revolving fund? *In the legislation that introduced the fund, it was called a revolving fund for the Parks and Recreation Commission, but as far as we've been told the P&R Commission doesn't/can't use it.*
- What changes do you personally think should be made in order to make the parks and recreation system work better?

Richard Turer:

- What is your current relationship with Nantucket town government (if any), specifically as it relates to parks and recreation?
 - We know you were on the Parks and Recreation Commission, when and for how long was that? What other organizations have you been involved with on Nantucket that are related to parks and recreation?
- From your perspective, what role do you think the Parks and Recreation Commission plays in the management of parks and recreation both in theory and practice?
- We have heard that some presentations have been given on establishing something similar to the Central Park Conservancy in Nantucket. How do you envision this privatization of parks and recreation working?



- How would it fit in with Nantucket Town Government?
- Given the many departments and organizations involved, what do you think the ideal parks and recreation management setup would look like in Nantucket? What roles would the Commission serve?

Allen Reinhard:

- Opinions on community school and how they are doing with programming for the town?

David Sharpe:

- We were told that you are involved in assisting the Commission with the financial aspects of their operations, what does that system look like?
- What is your feeling on the management of the parks and recreations today?
- What do tourists have to say about Nantucket's beaches and parks?



Appendix C: Interview List

Affiliation:	Name:	Position:
Board of Selectmen	Dawn Hill Holdgate	Board of Selectmen Chair
Board of Selectmen	Jason Bridges	Selectman
Department of Culture and Tourism	David Sharpe	Visitor Services Coordinator
Department of Culture and Tourism	Carlisle Jensen	Former Events Coordinator
Department of Culture and Tourism	Melissa Murphy	Former Director
Department of Public Works	Robert McNeil	Director
Department of Public Works	Kara Buzanoski	Former Director of Public Works
GIS Coordinator	Nathan Porter	GIS Coordinator
Nantucket and Company	Richard Turer	President of Nantucket and Co.
Nantucket Community School	Caitlin Waddington	Community School Director
Nantucket Community School	Blair Jannelle	Teen Enrichment Coordinator
Nantucket Conservation Foundation	Allen Reinhard	Ranger
Nantucket Land Bank	Eric Savetsky	Executive Director
Nantucket Land Bank	Dane DeCarlo	Property Management Coordinator
Nantucket Land Council	Cormac Collier	Executive Director
Nantucket Land Council	Amy Zielinski	Development Director
Nantucket Memorial Airport	Thomas Rafter	Airport Manager
Nantucket Memorial Airport	Noah Karberg	Environmental Coordinator
Parks and Recreation Commission	Walter Flaherty	Former Commissioner
Parks and Recreation Commission	Ray St. Peter	Former Commissioner
Parks and Recreation Commission	Cheryl Emery	Chair
Parks and Recreation Commission	Charles "Jack" Gardner	Commissioner
Parks and Recreation Commission	Diane Flaherty	Commissioner
Parks and Recreation Commission	Maria Zodda	Former Commissioner
Parks and Recreation Department	Jimmy Manchester	Former Director
Police Department	Amy Baxter	Business Licensing Agent
Town Clerk's Office	Catherine Flanagan Stover	Town Clerk
Town Manager's Office	Libby Gibson	Town Manager



Appendix D: Timeline



TOWN OF NANTUCKET

PARKS AND RECREATION



1960

1960 - Parks and Recreation Commission established at ATM

1961 - Town is authorized to establish a revolving fund for Parks and Recreation Commission



1962 - Parks and Recreation Commission tasked with building a playground at Children's Beach

1962 - Town of Nantucket is authorized to borrow money for park and recreational purposes

1963 - Parks and Recreation Commission given jurisdiction over Jetties Beach Tennis Courts

1965 - Town created Board of Public Works, eliminating the Parks and Recreation Commission

1965

1980

1980 - Nantucket Memorial Airport acquires Delta Fields in January



1987 - United States Navy donates the land at Tom Nevers to the Town of Nantucket for use by the Nantucket Hunting Association.

1991 - Legislation passes allowing the Parks and Recreation Commission to enter into short-term (5 year) leases on property already under its jurisdiction

1983 - Nantucket Islands Land Bank Established

1987 - Parks and Recreation Commission re-established at ATM



1992 - Authority over Tom Nevers Park given to Parks and Recreation Commission at Annual Town Meeting for a period of five years

1992

1992

1992 - Revolving fund established for the Parks and Recreation Commission at ATM



1997 - Lease for Tom Nevers Park expires, authority officially moves back to Board of Selectmen



1999 - Town of Nantucket enacts a revolving and gift fund for the Parks and Recreation Commission. A tennis revolving fund is enacted as well.

2003 - Parks and Recreation Commission is officially categorized under Town Administration

2001 - A representative of the Parks and Recreation Commission must serve on the Community Preservation Committee

2003

2003

2003 - Land Bank first leases
Nobadeer Farms Fields to the
Town

2004 - Town signs lease for use
of Delta Fields starting May 24,
2004. (License agreement
between Town and airport)

2009/2010 - The Pepsi Challenge
helps the town renovate the
Teen Center (saves town \$8000)
per Annual Report

2013 - Community School
assumes programming of Jetties
Beach Tennis Courts



2007 - Town Manager given
control over the membership of
the Parks and Recreation
Commission (2007 amendment
to Town Charter)

2011 - Parks and Recreation
Department is dissolved and its
responsibilities are
consolidated into the DPW

2013

2014



2014 - Town's lease with the airport for Delta Fields expires on May 23, a new one is not made

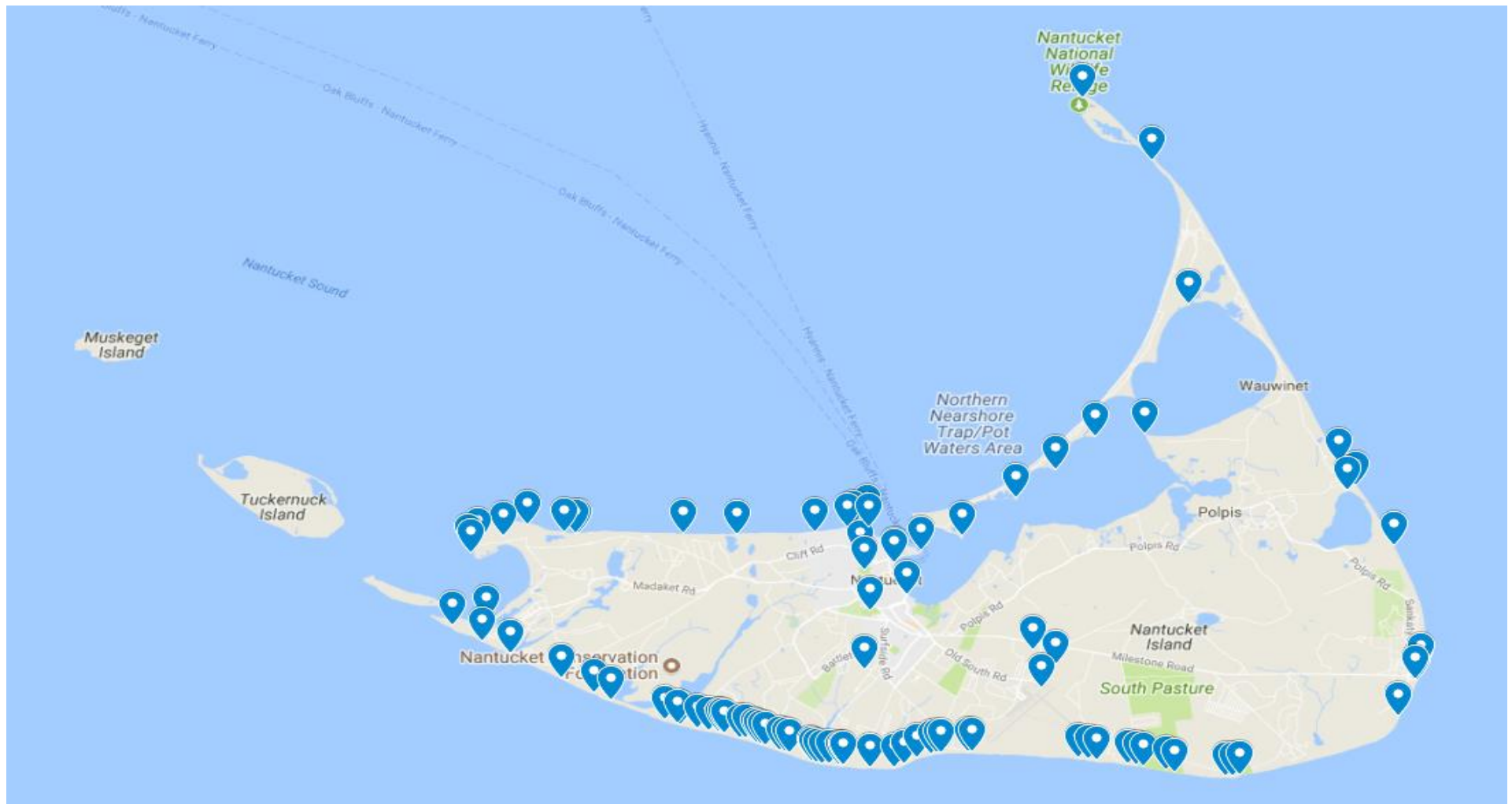
2015 - Community School assumes programming of Nobadeer Fields, Delta Fields, Tom Nevers Park, and Winter Park in an MOU with the Town



2017 - Revolving Funds established at Annual Town Meeting for Beach Improvement, Community Recreation Programming, and the Tennis Court, to be controlled by the Town Manager

2017

Appendix E: Map



Beach, Parks and Recreation

Appendix F: Summative Assessment

We monitored our team progress by using checklists. On busy days, we made checklists of the day's tasks in the morning. At lunchtime we made an effort to reflect on the list, identify completed tasks, and strategize for the remaining work day. At sponsor meetings, we also presented a list of tasks completed, pending, and future to our liaisons to establish an atmosphere of team accountability.

Our writing approach for this paper was collaborative. When composing drafts of each chapter, we divided authorship per section. After each section was drafted within the chapter, the team edited the entire document together. We were able to become more productive in our editing process by identifying that most conflicts that had been occurring during revision were about edits that had been made while only some of the team was present. To address this, we decided that rather than continue with our "divide and conquer" approach, we needed to ensure that all revisions and editing were done with each change being discussed and approved by the team before being implemented.

As a team, we paid particular attention to monitoring individuals' ideas and feelings during discussions. When discussing or debating an idea or revision with only two people actively voicing their opinions, we made sure to pause the discussion and directly check in with the other teammates to ask if they had any other ideas and what their opinions were on the matter were on the subject. This way, even if only a couple people were invested in the matter, we still had a team consensus which could help us resolve the issue and move onward. Throughout the term, we all actively worked on being more conscientious of turn-taking in discussions and not talking over one another. If there were interruptions, we acknowledged when someone was talking over another team member and paused to let the other person speak.

We took team assessments seriously and made efforts to discuss points of conflict. However, collectively we need to improve conflict resolution. In many instances, we had the same conflicts arise repeatedly. This could have been remedied by making sure that we resolved conflicts thoroughly before disregarding them. With that, we've determined that an area for improvement is the ability to compromise effectively. Many of our discussions were resolved with one side conceding to a solution which they were not happy with. Instead, it would be effective for us to instead spend time identifying the best aspects of both ideas and forming a solution that incorporated them.

We have learned that in order to be an effective team, we need to:

- Recognize the needs of each member and help them to address those needs, which is done in part by communicating strengths and weaknesses clearly to each other. This creates an environment in which each team member trusts the team and is able to succeed. Knowing confidence levels of team



members when beginning a task also allowed for the team to designate responsibilities based on our personal strengths.

- Take work criticism less personally, and instead recognize the needs of the team and others' opinions. This usually leads to more polished work overall.
- Encourage each other to formulate cohesive arguments when expressing opinions during disagreements.

